

NA3
11:H42/4
C.2

FEB 24 1978

North Carolina State Library
Raleigh

N. C.
Doc.

**A
PLAN FOR COUNTY WIDE
FIRE PROTECTION**

**HAYWOOD COUNTY
N.C.**

FEBRUARY, 1977

STANDARD TITLE PAGE
FOR FEDERAL REPORTS

1. Report No.

2. Government Accession No.

3. Report Date

4. TITLE AND SUBTITLE
A PLAN FOR COUNTYWIDE FIRE PROTECTION
HAYWOOD COUNTY, NORTH CAROLINA

5. AUTHOR(s)
6. PERFORMING ORGANIZATION NAME(s)
7. AUTHORING ORGANIZATION NAME(s)

A PLAN FOR COUNTYWIDE FIRE PROTECTION
HAYWOOD COUNTY, NORTH CAROLINA

8. PERFORMING ORGANIZATION REPORT NUMBER
9. MONITORING ORGANIZATION REPORT NUMBER
10. DISTRIBUTION STATEMENT (See Instructions for Authors)

11. AVAILABILITY STATEMENT
12. DISTRIBUTION STATEMENT (See Instructions for Authors)

13. DISTRIBUTION STATEMENT (See Instructions for Authors)

14. SUBJECT TERMS

THIS REPORT IS A PLAN FOR
FIRE PROTECTION IN HAYWOOD COUNTY,
NORTH CAROLINA. THE PLAN
OUTLINES THE NEED FOR A
COMPREHENSIVE FIRE PROTECTION
PROGRAM AND THE STEPS
NECESSARY TO IMPLEMENT SUCH
A PROGRAM.

15. DISTRIBUTION STATEMENT (See Instructions for Authors)

16. DISTRIBUTION STATEMENT (See Instructions for Authors)

17. DISTRIBUTION STATEMENT (See Instructions for Authors)

18. DISTRIBUTION STATEMENT (See Instructions for Authors)

19. DISTRIBUTION STATEMENT (See Instructions for Authors)

FEBRUARY 1977



Digitized by the Internet Archive
in 2017 with funding from
State Library of North Carolina

STANDARD TITLE PAGE FOR TECHNICAL REPORTS		1. Report No.	2. Govt. Accession No.	3. Recipient's Catalog No.
4. Title and Subtitle A PLAN FOR COUNTYWIDE FIRE PROTECTION HAYWOOD COUNTY, NORTH CAROLINA			5. Report Date February, 1977	6. Performing Organization Code
7. Author(s) Charles Hedgepeth, Planner-in-charge			8. Performing Organization Rept. No.	
9. Performing Organization Name and Address N.C. DEPT. NATURAL & ECONOMIC RESOURCES DIVISION OF COMMUNITY SERVICES P.O. BOX 27687 - RALEIGH, N.C. 27611			10. Project/Task/Work Unit No.	11. Contract/Grant No. CPA-NC-04-00-1000
12. Sponsoring Agency Name and Address Department of Housing and Urban Development 451 Seventh Street, S.W. Washington, D.C. 20410			13. Type of Report & Period Covered	
15. Supplementary Notes			14. Sponsoring Agency Code	
16. Abstracts This report is a plan for increasing fire protection services in Haywood County. It contains a review of State fire protection law, rating requirements and existing fire protection services. It recommends methods for establishing permanent, volunteer fire departments in areas of the County not now provided with fire protection.				
17. Key Words and Document Analysis. (a). Descriptors				
17b. Identifiers/Open-Ended Terms				
17c. COSATI Field/Group				
18. Distribution Statement			19. Security Class (This Report) UNCLASSIFIED	21. No. of Pages 106
			20. Security Class. (This Page) UNCLASSIFIED	22. Price

A PLAN FOR COUNTYWIDE FIRE PROTECTION

HAYWOOD COUNTY, NORTH CAROLINA

Prepared For: Haywood County, North Carolina,
County Commissioners
Harold D. Long, Chairman
William R. Allen
Frank D. Bradshaw

Prepared By: Haywood County Planning Board

Technical Assistance STATE OF NORTH CAROLINA DEPARTMENT
Provided By: OF NATURAL AND ECONOMIC RESOURCES

Howard N. Lee, Secretary

Division of Community Assistance

Billy Ray Hall, Director

Local Planning and Management Services
Section

Lenwood V. Long, Chief

Western Field Office, Asheville, N.C.

Alan Lang, Chief Planner

Charles Hedgepeth, Planner-in-charge

James McMinn, Draftsman

Kay Dotson, Stenographer

TABLE OF CONTENTS

<u>Chapter</u>		<u>Page</u>
I	INTRODUCTION.	1
	Report Summary	5
II	NORTH CAROLINA FIRE PROTECTION LAW.	7
	County Fire Department	7
	County Fire Marshal.	7
	Fire Prevention Codes.	9
	Issuance of Bonds.	9
	Fire Districts	9
	County Service Districts	12
	Other Fire Protection Plans.	23
	Summary.	26
III	FIRE PROTECTION STANDARDS AND FIRE INSURANCE RATES	27
	Fire Protection Standards.	27
	County Fire Service and Fire Insurance Rates	29
IV	OBTAINING A RATING.	35
	Summary.	40
V	EXISTING FIRE DEPARTMENTS IN HAYWOOD COUNTY: A REVIEW.	43
	Summary.	55
VI	A COUNTY FIRE PROTECTION PLAN	57
	Areas Without Fire Protection.	57
	Major Areas.	61
	Secondary Areas.	81
	Summary.	89
VII	IMPLEMENTING THE PLAN	95
	APPENDICES.	97
	ENVIRONMENTAL STATEMENT	109

MAPS

<u>Map. No.</u>		<u>Page</u>
1	Existing Fire Districts.	45
1A	Proposed District: Crabtree/Iron Duff . . .	53
2	Areas Without Fire Protection.	59
3	The Fire Protection Plan: Existing and Proposed Fire Protection Districts	63
3A	Proposed District: Cruso.	65
3B	Proposed District: Sunburst	69
3C	Proposed District: Fines Creek.	75
3D	Proposed District: Cove Creek	79
3E	Proposed District: Jonathan	83
3F	Proposed District: Maggie Valley.	85
4	Selected Areas Outside of Existing or Proposed Districts.	91

TABLES

<u>Table No.</u>		<u>Page</u>
A	Annual Premium Reductions	32 & 33
B	Total Taxable Value of Real Property By Town and Township: Haywood County.	71

CHAPTER I

INTRODUCTION

Haywood County contains 543 square miles of widely diverse topography characterized primarily by steep mountainous terrain dissected by numerous coves and valleys. The County has in excess of 43,900 residents most of which live in the east to west corridor from Canton to Waynesville and Maggie Valley. Manufacturing is increasingly important to the County as are the non-manufacturing businesses and service-oriented concerns located primarily in the County's five incorporated towns: Canton, Clyde, Hazelwood, Maggie Valley and Waynesville. Agricultural pursuits, on the other hand, have steadily declined in importance as more and more people turn to other forms of employment for their livelihood.

Haywood County is perhaps characterized as a growing, progressive County in which the realities of contemporary economic patterns mix with the traditional attitudes and values of rural Western North Carolina. Identification with communities and sub-areas of the County is a strong and positive force warranting the utmost respect. At the same time, the County government is a real and viable force in the everyday life of Haywood County's citizenry. The County strives to provide adequate services and safeguards not recognized as necessary twenty or thirty years ago but now deemed necessary. These services may take the form of a landfill, "Green Boxes," or social services; or they may take the form of County participation in public safety such as fire protection and emergency or rescue services. The County's role in some cases is to provide service directly to the citizens

and taxpayers. In other cases the County's role is to assist localities and sub-regions in the County to help themselves.

This report is concerned with fire protection in Haywood County. Its intent is to provide direction in how the County may assist in providing fire protection for as many of the more than 15,500 homes and businesses in the County as possible; fire protection provided mainly by rural volunteer fire departments.

In the unincorporated areas of North Carolina and in many of the small towns as well, the only fire protection available is furnished by volunteer fire departments. These private organizations fill the gap between paid city fire departments and no fire protection at all. This gap did not begin to be filled until the early 1950's when the first rural volunteer departments formed in North Carolina. This period in time saw the formation of the district system, where a certain department had a specified "district" or response areas to protect. Groups of interested residents would band together to form a Volunteer Fire Protection Association. They would purchase a fire truck and proceed to fight fires.

In 1952, standards for the rural volunteer departments were set forth by the North Carolina Fire Insurance Rating Bureau in a booklet, "General Provisions Pertaining to Public Fire Defenses for Communities with Limited Water Supply". With standards to go by, the Bureau then applied a rating system to the departments. With the rating system and minimum standards, a community would be assured of at least consistent fire protection service at a minimal level.

Though treated in this study with facts and figures, the subject of volunteer fire departments is a very human one. Joining a local volunteer department represents a meaningful kind of rural social and civic participation. In many rural areas, these departments and the churches may be the only organized social activity around. It would be a mistake to think that this group of volunteers is motivated by the same purposes or contained by the same organizational hierarchy as an urban paid fire department. Pride and a sense of accomplishment are characteristic of the volunteer fireman. The volunteer fireman often makes large personal expenditures in order to participate in this capacity.

In this study, what could be done, what has been done and what needs to be done in terms of fire protection for Haywood County are basic questions that are considered. The report contains four general topics of information as follows:

1. Background information on North Carolina fire protection law with emphasis on those aspects of this legislation concerned with creating and sustaining volunteer fire departments.
2. A review of how to establish a fire department and what is needed in order to be rated by the North Carolina Fire Insurance Rating Bureau and the effect of a rating on insurance costs.
3. A review of existing departments including municipal departments, their interrelationships and existing fire protection problems.

4. A plan for a more comprehensive fire protection network in Haywood County.

Report Summary

The following is a summary of recommendations made in this report:

- A. The County should hire a full-time fire marshal to give direction to the implementation of this plan to increase fire protection coverage in Haywood County.
- B. County service districts for fire protection should be established for the following general areas: *
 - 1. Cruso
 - 2. Sunburst
 - 3. Fines Creek
 - 4. Crabtree/Iron Duff
 - 5. Cove Creek (possibly in conjunction with the Jonathan District)
 - 6. Jonathan
- C. The existing Maggie Valley tax district should be dissolved in favor of a service district and the boundary of this district redrawn.
- D. Service districts should pay a tax levy above normal County taxes to provide for fire protection to be provided by rated (minimum 9A, three-mile response area) volunteer fire departments under contract with the County.
- E. All efforts should be made to include small, isolated areas into existing or proposed districts. Otherwise these areas should be provided with minimum equipment by the County for containment but should not strive for a rating.
- F. Existing departments (excluding Maggie Valley)--municipal, municipal volunteer or rural volunteer--should remain as

*If and only if the majority of the residents and property owners in these districts see the need for fire protection and request that such a district be established.

they are but should be included in any Countywide effort or organization towards improving fire protection.

- G. The County should not hesitate to directly participate in establishing rural fire departments or in assisting in any way possible in the establishing and equipping of such districts.

CHAPTER II

NORTH CAROLINA FIRE PROTECTION LAW*

County Fire Departments

Counties in the State of North Carolina are empowered to establish and maintain fire departments and to appropriate funds not otherwise limited by law for fire departments. Haywood County has not opted to assume this responsibility.

County Fire Marshal

Counties are authorized to appoint a fire marshal to coordinate all fire-fighting and fire protection activities that are under the supervision or control of the County. Appointment of such an official is not mandatory and the County may appoint another County employee to perform the duties of a fire marshal. The following duties are suggested for this fire marshal's position:

1. To keep the county manager and the board of county commissioners informed of the progress and development of rural fire departments.
2. To keep the county manager and the board of county commissioners informed of any matters pertaining to the present and future expansion of rural fire departments.
3. To act as liason between fire departments and the county manager or board of county commissioners.
4. To aid in organizing and developing new fire departments.
5. To be the county commissioner's advisor concerning requirements of the North Carolina Fire Insurance Rating Bureau.

*The text in this Chapter is drawn from "Fire Protection Law in North Carolina," Institute of Government (UNC), January, 1976.

6. To assist in developing a comprehensive training program for all rural fire departments.
7. To advise fire departments on equipment purchases and problems.
8. To advise fire departments on the availability of civil defense surplus equipment.
9. To make periodic inspections of all departments to see that they conform to the minimum standards of the North Carolina Fire Insurance Rating Bureau.
10. To make fire prevention inspections of schools as required by G.S. Chapter 115, and of Day-Care Facilities as authorized by G.S. Chapter 110.
11. To make inspections of places of public gathering relative to fire protection and fire prevention.
12. To make investigations (along with other officials) of fires of a suspicious nature so as to determine their cause.
13. To assist fire departments in developing a fire prevention program in their respective districts.
14. To assist school authorities in developing a fire prevention program for each school.
15. To coordinate all fire departments in a mutual aid program within the county.
16. To coordinate the activities of all fire departments in a "call system or calling system" so that each department will be assured of prompt notification and response to all fire calls.
17. To administer the county fire prevention code and other safety ordinances.

Fire Prevention Codes

A county is authorized to adopt by ordinance a fire prevention code which is effective in all areas of the county not governed by a municipal code. A proposed fire prevention code must be approved by the State Building Code Council before it is adopted. A fire prevention code would be enforced by county fire prevention inspectors. The duties of these inspectors would be determined by the county commissioners. The contents of a county fire prevention code are not specified by state law. Full authority in this respect is left with the county commissioners.

Issuance of Bonds

Counties are authorized to issue bonds for the purpose of paying capital costs of fire fighting and prevention facilities including headquarters, training facilities, hydrants, and alarm or communications systems.

Fire Districts

Countywide fire districts are the exception, and inhabitants of most rural areas rely on the services of a volunteer department or a tax-supported fire-protection district. The first step in establishing a tax district is to present the county commissioners with a petition signed by at least 15 percent of the "resident freeholders" living in an area outside the corporate limits of a city or town. To be a freeholder one must own an estate in land or other realty. It should also be noted that the State Attorney General has ruled (in an opinion dated July 8, 1969) that a petition requesting a tax of less than 15 cents per \$100 valuation may be invalid.

While the commissioners receive the petition, the county board of elections conducts the election (on a date set by the commissioners). The question of levying a special tax for the purpose of providing fire protection is submitted to the qualified voters of the proposed district. Persons who own realty in the district but do not reside therein are not "qualified voters" and may not vote in the election. This special tax is collected on all taxable property in the district, real and personal, but may not exceed 15 cents per \$100 valuation. A method is also provided whereby an existing district that has previously authorized a tax of 10 cents per \$100 valuation may vote on whether to increase the tax to 15 cents a \$100. The fact that a tax of 15 cents per \$100 is authorized evidently does not require that the full amount be levied, and many districts that have authorized the 15-cent levy are actually taxed at a lower rate.

In the past the election was called and conducted by the county commissioners. However, on January 1, 1973, a new act became effective requiring the election to be conducted by the county board of elections and in 1975 G.S. 69-25.2 was rewritten to spell out the new procedure.

G.S. 69-25.3 prescribes the form for the ballot. If a majority of the voting electors vote "in favor of tax for fire protection in _____ Fire Protection District," the county commissioner then select the means of providing such protection. Several alternatives are provided by statute; these allow the commissioners to furnish fire protection by:

1. Contracting with an incorporated city or town;
2. Contracting with an incorporated nonprofit volunteer or community fire department;
3. Contracting with the State Department of Natural and Economic Resources;
4. Utilizing the county's fire department if it has one;
5. Establishing a fire department within the district;
6. Using a combination of the above.

The taxes collected for fire-protection purposes go into a special fund administered by the board of county commissioners or by a three-member "fire protection district commission" appointed by the board of county commissioners. Fire-protection district commissioners must be qualified voters residing in the district; they serve for two-year terms and are subject to the supervision of the county commissioners.

Resident freeholders who live in an area lying in more than one county may also petition for a fire district tax election. In such case, the petition is presented to the board of commissioners of each county involved.

G.S. 69-25.10 authorizes an election to determine whether an existing fire district should be abolished. This election is also called upon petition of 15 percent of the resident freeholders living within the district. Fire district boundaries may be increased or decreased pursuant to G.S. 69-25.11. A statutory method is provided by which this may be accomplished by petition, thereby avoiding another election. When all or any part of a district is annexed by a municipality furnishing fire protection, the annexed territory ceases to be a fire district (or part of a

fire district). It follows that fire district taxes may no longer be collected in the annexed area. Fire district elections are subject to the procedures contained in Chapter 163 ("Elections and Election Laws"). If a fire district election is contemplated, it would be best to consult the county board of elections before the circulation of the petition for the purpose of assuring compliance with all relevant provisions of Chapter 163.

County Service Districts

The disadvantage of the fire tax district is that it can be created only by an election. Many county residents find that approach too cumbersome and time consuming. The 1973 General Assembly provided an alternative by the enactment of a new Article 16 of General Statutes Chapter 153A, entitled "County Service District Act."

Until July 1, 1973, the North Carolina Constitution prohibited a county from levying a higher rate of property tax in one part of its territorial jurisdiction than it levied throughout its entire jurisdiction. If one area of a county required a different type or level of service from that required throughout the county, one of three responses was possible: (1) the particular service need went unmet; (2) the service need was financed from general revenues or perhaps by benefit financing, e.g., user charges or special assessments; (3) a special district--a separate unit of government--was established for the particular area, which would levy a separate tax for the area and provide the service.

To provide a fourth alternative, Art. V, § 2(4), was added to the Constitution, effective July 1, 1973. It reads:

The General Assembly may enact general laws authorizing the governing body of any county, city, or town to define territorial areas and to levy taxes within those areas, in addition to those levied throughout the county, city, or town, in order to finance, provide, or maintain services, facilities, and functions in addition to or to a greater extent than those financed, provided, or maintained for the entire county, city, or town.

The 1973 General Assembly implemented this provision of the Constitution with the County Service District Act of 1973 and the Municipal Service District Act of 1973. These acts authorize counties and cities to define a part of the county or the city as a service district, to levy in the district a property tax additional to the countywide or citywide property tax, and to use the proceeds to provide services to the district. A service district is in no way a separate unit of government. It is simply a geographic designation, a defined part of a county or city in which the county or city levies extra taxes and provides extra services.

Functions that Service Districts May Finance

G.S. 153A-301 permits a county, by action of its board of commissioners, to define a service district for any of the following functions:

1. Fire protection,
2. Solid waste collection and disposal,
3. Water supply and distribution,
4. Sewage collection and disposal,
5. Beach erosion control and flood and hurricane protection works,

6. Recreation,

7. Rescue squad or ambulance services.

As the Constitution requires (and the act follows the constitutional language), a district may be defined to finance one of the listed functions only (1) if the function is not being provided countywide; or (2) when the function is being provided countywide, if the function will be provided within the district at a higher level than the countywide level. The former situation--when the district is established to provide a service that is not provided countywide--is fairly straightforward. A rural subdivision might be defined as a district, the entire unincorporated portion of the county might be defined as a district, or certain portions of the unincorporated area of a county might be defined as a district. An illustration should illuminate the latter situation:

1. Fire protection in County A is provided by several volunteer companies, which together serve the entire county. The county provides each volunteer company with a few hundred dollars a year, to assist their training program. The service area of one company might be defined as a service district and the residents taxed to purchase a fire truck, which would be leased to the volunteer company. New service areas in areas without fire protection could be drawn and redefined as service districts.

A district may be defined to provide one or any combination of the permitted services. Also, districts providing different services may overlap. Finally, a district may include territory of a city or sanitary district if the governing body of the city

or sanitary district agrees. That agreement should be evidenced by a resolution of the appropriate governing body.

Establishing County Service Districts

G.S. 153A-302 establishes the standards and findings for creation of a county service district. A district is defined by simple action of the board of commissioners. No petition from district residents is required, although a board could establish a policy of defining districts only upon receipt of such a petition. Also, no vote within the district need be held in order to define a district; indeed, the act contains no machinery for such a referendum. Although the discretion rests completely with the board of commissioners, the board must consider certain facts and make a number of findings in order to define a district. Generally, the items for consideration and the required findings are designed to assure first that the district needs and its residents desire the proposed service or services, and second that the district will be able to finance the service or services.

The board is to consider:

1. The district's population and population density;
2. Its appraised valuation;
3. Present tax rates within the district and its ability to sustain additional taxes to finance the service or services;
4. The extent to which the service or services will be self-supporting from revenues.

The board may also consider any other matters it finds relevant.

The board may define a district if it finds:

1. A "demonstrable need" for the service or services;
2. That it is "impossible or impracticable" to provide the service or services countywide;
3. That the service or services may be provided without "unreasonable or burdensome" taxes; and
4. A "demonstrable demand" within the district for the service or services.

The board need not define the district even if all four findings are made, but all four findings must be made before a district may be defined.

Define a District

The two service district acts establish identical, five-step, procedures for defining a district. In summary, the unit must prepare a report, which is the basis of a public hearing before the board. After the hearing, the district may be defined.

The first step is preparation of the report. It contains the following:

1. A map of the proposed district, showing its boundaries.
2. A demonstration that the governing board will be able to make the findings required. For counties, this part of the report ought to set forth the information that the board is directed to consider in reaching its findings.
3. A plan for providing the proposed service or services within the district. This section probably ought to specify whether the district will provide the service directly or by contract, how the service will be financed, and approximately how long it will take to begin providing the service.

Second, a copy of the report is filed in the office of the clerk to the board, at least four weeks before the hearing. It is to be available for public inspection during that time.

Third, the unit prepares a notice of the hearing. The notice gives the date, time, place, and subject of the hearing and states that the report is available at the clerk's office; it must include a map of the proposed district. A typical notice might read as follows:

NOTICE OF PUBLIC HEARING

The Board of Commissioners of _____ County will hold a public hearing at 7:30 p.m., Monday, December 19, 1977, at the Commissioners' Meeting Room, in _____ County Courthouse, _____, N. C. The hearing is to consider definition of a fire protection service district in the _____ Township, pursuant to the County Service District Act of 1973, G.S. 153A-300 et. seq. If the district is defined property therein will be subject to taxation as necessary to finance the proposed service. A report on the proposed district, prepared pursuant to G.S. 153A-302, is available for public inspection in the clerk's office, in the _____ County Courthouse. A map showing the proposed district boundaries is attached to this notice.

This notice is published at least once not less than one week before the hearing. In addition, the act intends that this notice actually informs people of the hearing. Therefore, it requires the unit to mail a copy of the notice, by first-class

mail, to each owner of property (as shown by county tax records) within the district, at least four weeks before the hearing. The person designated by the board to mail these notices must certify that the mailing was completed on time.

As was noted above, the act contains no mechanism for a referendum within an area or whether to establish a district. Rather, the act expects a governing board to gauge public sentiment from the hearing and from any petitions that may be received. The mailed-notice requirement, however, presents a further opportunity to judge public opinion within a district. One county, in mailing the notice to each property owner, included a prepaid postcard in each envelope, asking a series of questions designed to profile the wishes of the proposed district's residents. If a county is uncertain as to the public demand for a district, this device permits an informal opinion poll.

Fourth, the board holds the meeting.

Fifth, the board may, at any time after the hearing, define the district. The board should take this action by resolution, which should be set out in full in the minutes (Appendix A).

Subsequent Boundary Actions

Each act provides procedures for expanding districts, consolidating districts, and abolishing districts, each procedure generally comparable to that used to establish a district.

Each act assumes that a district will be defined for one or a number of services, and that if more than one service is to be provided, each will be provided from the effective date. However, a district originally defined for a single service--say fire protection or off-street parking--may later require

other services, such as solid waste collection or downtown revitalization. Neither act makes explicit provision for such an expansion of services. However, the findings made when a district is originally defined are normally concerned only with the original service; they do not consider any other service. Therefore, if a county or city wishes to provide a second service through an existing district, it ought to repeat the procedure used to define the district originally.

Effective Date and Provision of Services

The resolution defining (or expanding or consolidating) a service district becomes effective at the beginning of any fiscal year following its passage, at the discretion of the board. Usually, a county will set the date at the beginning of the next fiscal year after the resolution is adopted. Occasionally, however, the board may wish to postpone that date. For example, a county may establish a district to provide water, because it is seeking federal assistance for the system and negotiating with a nearby town for raw water, it may decide to postpone the effective date of the district until federal assistance is secured and the supply contract signed. Once the district becomes effective, the unit must "provide, maintain, or let contracts for" the service or services involved within a reasonable time not to exceed one year. The same time requirements apply to an area annexed to a service district, or to any part of a consolidated service district that has been provided a lower level of services than will be provided within the consolidated district.

What is a reasonable time will, of course, differ with circumstances. If the purpose of a district is to provide tax support to a volunteer fire department that has heretofore depended on contributions, the service might begin (or really, continue) immediately. But if the tax levy is to purchase a fire truck or a garbage packer, delivery might take several months, although the contract might be entered into in short order. Of course, any service involving substantial construction will take longer. The acts recognize these variables and do not make fast rules, but they do require some action within, at most, one year.

Governing the District

As was stated in the above paragraphs, a service district is not a separate unit of government but simply defined territory in which extra taxes are levied and extra services provided. Therefore the service district acts make no provision for a governing board or commission, separate from the board of county commissioners. Decision-making responsibility for a service district rests with the governing board of the county that establishes it.

In some instances, however, a county has found it desirable to appoint a committee or commission for the district, composed of residents or property owners of the district, to advise the governing board on district programs. In this way the district taxpayers may achieve a somewhat more direct voice in the services their taxes are financing. For a district established to provide fire protection, an advisory group might not find much to do, but should be formed in the case of Haywood County's

fire protection districts for the sake of local control.

Finances

The principal revenues available to a district are the property tax, user charges, and perhaps special assessments. A county is also authorized to issue general obligation bonds to finance construction within a district. The principle purpose of the district mechanism, of course, is to permit the levy of property taxes within a district at a rate higher than the countywide rate. If a service or function can and will be supported from user charges or benefit assessments, the only reason for establishing a district is to permit a tax levy as a back-up to the charges or assessments.

Both acts explicitly permit the levy of taxes within the district, to finance the service or services for which it has been defined. Each of the purposes for which a county district might be defined is one for which property taxes may be levied without a vote, pursuant to G.S. 153A-149. However, each such purpose is also subject to the Group II rate limitation under G.S. 153A-149 and G.S. 160A-209. Therefore, the acts specify that the tax rate of a service district may not, when added to the countywide rate for Group II functions, exceed the Group II rate limitation. Thus, if the rate limitation is \$1.50 and the countywide rate for Group II functions, exceed the Group II rate limitation. Thus, if the rate limitation is \$1.50 and the countywide rate is \$1.35, the maximum district rate is \$.15. If a higher rate is desired for the district, that part of it in excess of the rate limitation must be approved by district voters.

Although the acts are not clear on this point, their intention would seem to be that if two districts overlap, their combined tax rate, when added to the countywide rate, should not exceed the rate limitation.

The act explicitly permits a county to allocate to a district any other revenues whose use is not restricted by law. Most obviously these would include revenues generated within a district in connection with a service, such as user charges or special assessments. However, any unrestricted county revenue would be available. For example, sales tax receipts or ABC revenues could be allocated to a district service. However, since the purpose of the district mechanism is to identify the beneficiaries of a service in order to assess the cost of the service directly on them, use of general revenues should probably be very sparing. Only if a service confers benefits beyond the district should general revenues be used to support it.

G.S. 153A-308 authorizes a county to issue general obligation bonds to finance services or facilities within a district. (There is no direct authorization for revenue bond financing for district services. Were such financing feasible, there would be no need for the district.) The bonds would be obligations of the county itself, but presumably would be retired by taxes levied only within the district. Because of this dual nature of the bonds the act requires that, if they must be approved by the voters, they must be approved both by county voters as a whole and by voters within the district.

Although the act permits the issuance of bonds for a service district, bond counsel have questioned the constitutional validity

of such bonds. Until this question is received by a test case, bond financing will probably not, in practice, be available for service district facilities.

Other Fire Protection Plans

A rural community that is not protected by a fire department and does not wish to establish a fire district or county service district for this purpose may elect to form a volunteer incorporated department (or association) or, in the alternative, may contract for fire protection with an established department.

Volunteer fire departments may be incorporated pursuant to the "Nonprofit Corporation Act," as contained in G.S. Chapter 55A. The corporation is legally created by having the incorporators sign the "articles of incorporation," having the document notarized, and the filing of the articles in the office of the North Carolina Secretary of State in Raleigh.

Requirements in this state for incorporators of nonprofit corporations are lenient, and any one or more persons, 18 years of age or older, may act in this capacity. The statutes do not even require that the incorporators be residents of North Carolina. The initial board of directors is named in the articles of incorporation, and at their organizational meeting the directors adopt bylaws and elect officers. The corporate officers consist of a president, at least one vice-president, a secretary, and a treasurer, plus any other officers deemed necessary. Absent a contrary provision in the corporation charter or bylaws, all officers are elected or appointed annually by the board of directors; however, any officer may serve a maximum term of three years.

A nonprofit corporation may have one or more classes of members or, in some cases, no members at all. Certificates evidencing membership may be issued, and such certificates may be either transferable. An annual meeting of the membership is required by statute, and special meetings are called by the president or board of directors. Unless otherwise provided in the corporate charter, each member, regardless of class, has one vote on any matter submitted to the membership. However, by appropriate charter provision, the right of members to vote may be limited, enlarged, or even denied.

Incorporated volunteer fire departments are often utilized to furnish fire protection for various kinds of districts (fire tax, county service), but their legal character as "nonprofit corporations" does not change. They continue to be governed primarily by G.S. Chapter 55A, rather than by the law dealing with local governments. Of course there are statutes, other than the Nonprofit Corporation Act, that affect these volunteer departments. One example is G.S. 143-49.1, which authorizes "volunteer nonprofit fire departments" to purchase their gas, oil and tires under state contract through the N. C. Department of Administration. Another is G.S. 136-18(24) which authorizes the State Board of Transportation to pave driveways leading from state roads to fire district firehouses. (This latter provision applies only to those districts approved by the N. C. Fire Insurance Bureau.)

In some instances an association of those persons who are to receive the protection, rather than the fire department itself, is incorporated. When this is done, the corporation members

consist largely of property owners. (If only the fire department is incorporated, the membership is usually limited to volunteer firemen.)

Summary

According to State law, counties may:

1. Create and support a county fire department for countywide fire protection.
2. Appoint a county fire marshal or assign another county employee to function as a fire marshal.
3. Pass as a local ordinance and enforce a Fire Prevention Code.
4. Issue bonds for the purpose of paying capital costs of fire fighting and prevention facilities.
5. Create tax supported fire districts for local fire protection.
6. Establish county service districts for fire protection and other services.
7. Suggest incorporated (nonprofit corporation) volunteer fire departments for local fire protection.

CHAPTER III

FIRE PROTECTION STANDARDS AND FIRE INSURANCE RATES

Fire Protection Standards

Certain standards have been set forth in a booklet entitled "General Provisions Pertaining to Public Fire Defenses for Communities with Limited Water Supply" published by the North Carolina Fire Insurance Rating Bureau in Raleigh. The booklet presents minimum standards, criteria for rating a department and offers suggestions to volunteer fire departments. These ratings are used in determining Fire Insurance Rates. The higher the rating, the lower the insurance rate.

The scale for rating is one to ten, with one being the highest and ten being the lowest rating available. Several criteria are used in evaluating a department. A grading schedule based upon points of deficiency has been devised. The following table gives the criteria, relative values and maximum deficiency points.

RELATIVE VALUES AND MAXIMUM DEFICIENCY POINTS

<u>Feature</u>	<u>Percent</u>	<u>Points</u>
Water Supply	34	1,700
Fire Department	30	1,500
Fire Alarm	11	550
Fire Prevention	7	350
Building Department	4	200
Structural Conditions	14	700
	<u>100</u>	<u>5,000</u>

RATINGPOINTS OF DEFICIENCY

One	0- 500
Two	501-1,000
Three	1,000-1,500
Four	1,501-2,000
Five	2,501-2,500
Six	2,501-3,000
Seven	3,001-3,500
Eight	3,501-4,000
Nine *	4,001-4,500
Ten **	More than 4,500

* A nine rating is one (a) receiving 4,001 to 4,500 points of deficiency or (b) receiving less than 4,001 points but having no recognized water supply.

** A ten rating is one (a) receiving more than 4,500 points of deficiency, or (b) without a recognized water supply and having a fire department grading of tenth-class, or (c) with a water supply and no fire department, or (d) with no fire protection.

Source: Community Facility Study, Rowan County, 1971.

"Standard Schedule for Grading Cities and Towns of the U. S.," National Board of Fire Underwriters

Volunteer fire departments within municipalities generally have an 8 rating, rural county fire departments generally have a 9A or 9AA rating, and unprotected areas generally have a rating of 10.

Legal boundaries of the area to be protected must be established. The boundaries should be such that the travel distance over regularly used all-weather roads from the fire station will not exceed three (3) miles to any point inside of the district, except under certain conditions may be extended to four (4) miles.

Several other factors are considered by the bureau in rating volunteer fire departments. Reliable means of sounding alarms of fire are essential for proper response of the department. An electrically-driven siren or air horn is one satisfactory means of sounding alarms to notify firemen. If an electric siren is used, it should have a rating of not less than three horsepower

and higher if conditions warrant. The audible signal equipment should be so located as to be heard by all members of the fire department, and preferably arranged so that it can be operated from the telephone exchange or public place which is manned at all hours of the day and night.

Another effective method of sounding alarms is a telephone arrangement, where when one number is dialed all the firemen's phones ring. This is a good means especially at night or for those firemen that are not located near the air horn.

Proper organization, good supervision, adequate training and careful selection of personnel are imperative for an efficient fire department. These factors are included in the grading schedule under fire department.

The fire station's location and physical condition are also a major consideration for rating, as well as the fire-fighting apparatus and equipment. The apparatus most suitable will vary somewhat, depending upon the characteristics of a particular community, the water supply available or to be provided, and the degree of protection desired.

COUNTY FIRE SERVICE AND FIRE INSURANCE RATES

Two variables are considered in determining fire insurance rates: 1) the "endorsement" of the property; and 2) the rating of the fire district as given by the N. C. Fire Insurance Rating Bureau. This discussion is centered around fire insurance rates for one and two family dwellings only. Other properties are individually rated by the Bureau and a general discussion of them would be meaningless.

There are three "types" of dwellings located outside municipalities with standard water systems which are rated by the Bureau and the differences between each are expressed by the term "Endorsement".

A dwelling which would be classified as "Endorsement A" would meet the following standards:³

1. Interior plumbing as a permanent piped system supplied by water from a continuous source.
2. Electric wiring system for lighting.
3. One of the following as the principal source of heat:
 - a. Central heating system, arranged to distribute heat through ducts or pipes.
 - b. Thermostatically controlled electric heat, permanently installed.
4. Continuous mortared masonry or concrete foundation or underpinning.
5. Telephone connected with a central exchange.

An "Endorsement B" dwelling would meet the following standards:

1. Interior plumbing as a permanent piped system supplied by water from a continuous source.
2. Electric wiring system for lighting.
3. One of the following as the principal source of heat:
 - a. Central heating system arranged to distribute heat through ducts, pipes or conduits.
 - b. Thermostatically controlled floor or recessed furnace using oil or gas from an outside fuel supply.
 - c. Thermostatically controlled circulating heaters using oil or gas fed from an outside fuel supply.

The third "type" dwelling is classified as having "No Endorsement" and the highest level of insurance premium is charged.

3

Refer "Financing Fire Service in Rowan County, N. C.", Fire Services, Raleigh, 1971, page 11-12.

Table A shows a comparison of annual insurance premium costs for dwellings with each type endorsement, on a homeowners policy coverage H02-ZONE 3.⁴ The amount of coverage shown ranges from \$10,000 to \$25,000. As noted from the table, annual premium reductions after a rating has been improved are from a low of 11% to a high of 22%. This amount of fire insurance rate reduction can be quite significant, given the large number of dwelling properties located within any specified district.

Example: A district to be served contains 278 dwelling properties. When the department is approved by the Bureau, the rating will rise from 10 to 9A. Given a homeowner's coverage H02 policy in the amount of \$20,000 with Endorsement A type, the average annual savings will be \$11.00. Individually, this is not a substantial amount of savings. However, on the whole, approximate savings for dwelling properties in the district will be quite large when \$11.00 is multiplied by the total number of houses.

From an individual resident's point of view, a volunteer fire department might not be a benefit if cost alone is considered, since that \$11.00 insurance saving is cancelled by what he will be asked to pay for support of the department each year. But when you consider that by shifting his payment from the insurance company to the fire department he also protects the lives of his entire family, the wisdom of seeking an approved volunteer fire department for his community becomes apparent.

⁴H02 - A broad coverage Homeowners Policy that specifically states what is covered by the policy.

Zone 3 - Western Piedmont and Mountain Region of N. C.

TABLE A

ANNUAL PREMIUM REDUCTIONS
ONE AND TWO FAMILY DWELLINGS
HOMEOWNERS COVERAGE - HO 2 - ZONE 3
COMPARISONS

From Beginning Classifications	Endorsement	To Improved Classifications	Endorsement	Amount of Coverage															
				10,000	11,000	12,000	13,000	14,000	15,000	16,000	17,000	18,000	19,000	20,000	21,000	22,000	23,000	24,000	25,000
				Amount of Annual Reduction															
				\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$
10 10 10	A B No End.	9A 9A 9A	A B No End.	8 13 19	8 13 20	8 13 20	9 14 21	9 14 21	9 15 22	10 15 23	9 17 24	10 17 25	11 18 26	11 18 27	11 20 28	12 20 30	12 21 31	14 22 33	14 23 34
9A 9A 9A	A B No End.	9AA 9AA 9AA	A B No End.	4 0 0	4 0 0	5 0 0	4 0 0	5 0 0	5 0 0	5 0 0	4 0 0	6 0 0	6 0 0	7 0 0	7 0 0	7 0 0	7 0 0	7 0 0	8 0 0
				Percent (%) of Annual Reduction															
				%	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%
10 10 10	A B No End.	9A 9A 9A	A B No End.	12 16 21	12 16 22	11 16 21	13 16 22	12 16 21	12 16 21	12 16 21	11 17 21	11 16 21	12 16 21	11 16 21	11 17 21	12 16 21	11 16 21	12 16 21	12 16 21
9A 9A 9A	A B No End.	9AA 9AA 9AA	A B No End.	7 0 0	7 0 0	8 0 0	6 0 0	7 0 0	7 0 0	7 0 0	5 0 0	8 0 0	7 0 0	8 0 0	8 0 0	7 0 0	7 0 0	7 0 0	7 0 0

TABLE A (CONTINUED)

ANNUAL PREMIUMS
ONE AND TWO FAMILY DWELLINGS
HOMEOWNERS COVERAGE - HO 2 - ZONE 3
COMPARISONS

Classification	Endorsement	Amount of Coverage															
		10,000	11,000	12,000	13,000	14,000	15,000	16,000	17,000	18,000	19,000	20,000	21,000	22,000	23,000	24,000	25,000
10	A B No End.	Amount of Annual Premium															
		64	65	67	69	72	74	78	81	84	88	92	96	100	104	110	115
		77	78	80	83	86	89	93	98	101	106	110	116	120	125	132	138
		88	90	92	95	99	102	107	112	116	121	126	133	138	144	151	158
9A	A B No End.	56	57	59	60	63	65	68	72	74	77	81	85	88	92	96	101
		64	65	67	69	72	74	78	81	84	88	92	96	100	104	110	115
		69	70	72	74	78	80	84	88	91	95	99	104	108	113	118	124
9AA	A B No End.	52	53	54	56	58	60	63	66	68	71	74	78	81	85	89	93
		64	65	67	69	72	74	81	81	84	88	92	96	100	104	110	115
		69	70	72	74	78	80	88	88	91	95	99	104	108	113	118	124

CHAPTER IV

OBTAINING A RATING

Much has been said in this report about setting up volunteer fire departments for rural areas. In order to be rated by the North Carolina Fire Insurance Rating Bureau, certain procedures must be followed and equipment purchased. Remember that without a rating, a rural area, even if provided with fire protection, retains a ten rating and receives no improvement in fire insurance rates. This section is concerned with requirements for obtaining a 9A rating with either a three or four-mile response area. A 9AA rating is for a district, provided with at least a partial central water system (Appendix B).

The following is a description of what is needed to set up a 9A rated district with a three-mile response area:

1. The Map - A map with a scale of 1 inch = 1 mile and a certified copy of the district's boundary description as adopted by the Board of County Commissioners is required (State Highway Commission, Maintenance Map, Haywood County) with the following information:
 - a. A distinctive name of the district.
 - b. Fire station location.
 - c. A simplified general description of boundary lines where property lines are followed.

2. Contract - A copy of the agreement or contract with the organization providing fire protection is required.
3. Certification - The "Rural Fire District or Community Data Sheet" must be completed to indicate the existence of required fire defenses for classification.
4. Communications - A reliable communications system shall be provided for reporting fires, alerting the officers and firefighters and for internal communications.
5. Water Supply - Water supply may be limited to that carried on one fire truck equipped with a water tank and pump.
6. Personnel - A chief, assistant chief, captain, lieutenant and at least 15 firefighters. Organization shall be such to insure that at least eight members shall respond to all structural fires. All members shall be properly trained.
7. Apparatus - A suitable fire truck shall be provided with the following equipment:
 - a. Tank with a capacity of 500 gallons (minimum allowed is 300 gallons, maximum allowed is 1,000 gallons).
 - b. Pump with a capacity of 300 gallons per minute at 120 pounds per surface inch net pressure (minimum capacity is 150 gallons per minute).
8. Equipment - The minimum equipment to be carried in the fire truck is as follows:

- a. Two booster reels, each with 150 feet of 1-inch rubber hose connected to pump or one booster reel as above plus 250 feet of 1-1/2 inch hose.
- b. Two combination nozzles for spray and straight streams flow (shut-off type).
- c. Auxiliary equipment as listed below:
 - 1 - 12 foot ladder
 - 1 - 24 foot extension ladder
 - 1 - axe
 - 1 - claw tool (30 inch)
 - 1 - crowbar
 - 1 - 10 foot pikepole
 - 2 - electric lanterns (6 volt)
 - 100 - feet of 1/2-inch rope
 - 4 - 12 quart buckets
 - 2 - scoop shovels
 - 2 - 5 gallon hand pump tanks
 - 2 - Class B.C. extinguishers
 - 1 - First aid kit

9. Fire Station--Suitable housing for year-round operation is required.

If the Department is to achieve a 9A rating with a four-mile response area, then the following additional requirements must be met:

- a. Tanker truck carrying at least 1,000 gallons of water or at least enough to equal 1,500 gallons total for pumper and tanker if the pumper carries over 500 gallons. There must be suitable means for transferring water from the tanker to the pumper.
- b. Two self-contained breathing devices.
- c. A single telephone line reserved for fire calls and manned at all times.
- d. A three man (minimum) section for controlling traffic.
(In addition to the 19 man minimum requirement)

Specific requirements for a 9AA district with a three-mile response include:

- a. Only buildings within 500 feet of a standard hydrant or recognized pumper suction station (hose distance) are rated 9AA. All others retain their 9A rating.
- b. Hydrants -- Hydrants shall be standard two-outlet or three-outlet base valve, frostproof types connected to four inch (minimum) mains capable of delivering to the pumper under positive pressure the following minimum volumes:
 1. Rural Areas - A volume sufficient to supply two 1 1/2 inch hose streams using 1/2 inch nozzle tips (100 gallons per minute total) for one hour.
 2. High density residential, commercial or industrial areas - A volume sufficient to supply one 2 1/2 inch hose stream using 1-inch nozzle tip (200 gallons per minute) for one hour.
- c. A map of the distribution system showing hydrants or pumper suction with source of supply, capacity of elevated storage, size of mains, etc. so indicated.
- d. Pumper with a rated capacity of not less than 500 gallons per minute at 150 pounds per square inch net pump pressure.
- e. Two hydrant wrenches, six spanner wrenches, one booster reel with 150 feet of 1-inch rubber hose, 300 feet of 1 1/2-inch hose (150 feet preconnected), 500 feet of 2 1/2-inch hose, and 20 feet of 4 1/2-inch hard suction hose.

f. Nozzles for 1 1/2-inch and 2 1/2-inch hose (as previously described).

Major motorized equipment 20 years old or older should be replaced. Fire law and the Rating Bureau make no reference to a mandatory replacement age, but state that equipment 20 years old or older, ".....should be considered for replacement". The Rating Bureau recommends saving the best of the old equipment for use in fighting major fires. However, the Rating Bureau says that 20 year old equipment cannot be used at the time of initial inspection for classification.

SUMMARY

In starting a new fire department, the following general procedure is suggested:

1. Have a meeting of interested persons.
2. Elect a committee to get things started.
3. Decide on how to finance the fire department. This report recommends service districts to achieve this.
4. Incorporate.
5. Consult with County Commissioners (fire marshal if appointed) to establish a service district and collect necessary information as indicated in this report.
6. Prepare map and boundary description while selecting best location for fire station.
7. Form and incorporate the fire department.
8. Submit map and boundary description to Fire Insurance Rating Bureau for comments prior to setting district boundaries legally.
9. Have County Commissioners establish service district.
10. Elect or appoint advisory committee for the service district.
11. Recruit fireman and start their training (Haywood Technical Institute).
12. Obtain minimum equipment and provide proper housing.
13. Request of Fire Insurance Rating Bureau that an inspection be made for purpose of classification (rating) which would require the following information:

- a. Information sheet (Rural Fire District Data Sheet).
- b. Map and boundary description.
- c. Copy of agreement between County and fire department.

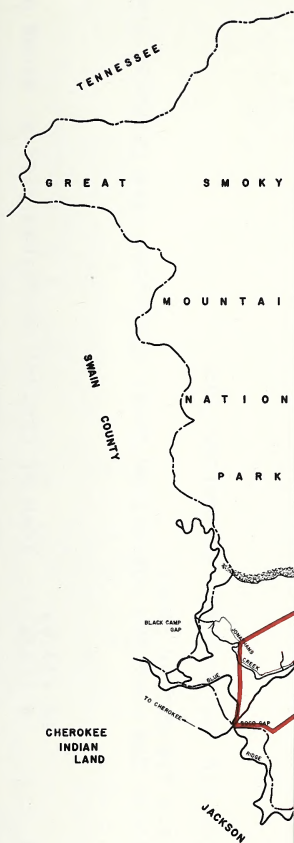
CHAPTER V

EXISTING FIRE DEPARTMENTS IN HAYWOOD COUNTY: A REVIEW

There are ten organized fire districts in Haywood County (Map 1). Eight of these are rated by the N. C. Fire Insurance Rating Bureau.* These districts form a band across the central portion of the County from the Buncombe County line to the Jackson County line and provide at least minimum fire protection for approximately 82 percent of the residential structures in the County (Appendices B, C and D). The homes and other structures that are in need of organized fire protection are in those areas north and south of this central corridor and are some 2,500 in number.

The following is a review of the organized and rated fire departments in Haywood County. Their district boundaries are shown on Map 1.

*See Community Facilities Plan - Haywood County, 1973, N.C. Department of Natural and Economic Resources, Division of Community Services.



HAYWOOD COUNTY NORTH CAROLINA

MAP 1

EXISTING FIRE DISTRICTS

LEGEND

-  EXISTING FIRE DISTRICTS
-  PROPOSED FIRE DISTRICT
-  EXISTING FIRE STATIONS



SCALE IN MILES



<u>District</u>	<u>Rating</u>	<u>Personnel</u>	<u>District Description</u>
Canton	6	8 (FT)* 18 (V) **	Town of Canton, Phillippsville, W. along Hwy. 19-23

<u>Equipment</u>
1973 Ford Pumper (1,000 GPM Pump and 500-Gallon Tank) (Replaces 1948 LaFrance Pumper with 750 GPM Pump and 150-Gallon Tank)
1954 Ford Pumper with 500 GPM Pump and 350-Gallon Tank

Chief's Car

Town owned 2,000-gallon Street Flusher (for extra tank capacity if needed)

<u>District</u>	<u>Rating</u>	<u>Personnel</u>	<u>District Description</u>
North Canton United Fire Department	9AA	24(V)	North of Canton, East of Clyde, North of 19-23 to Buncombe County line

<u>Equipment</u>
Mini Attach Pumper (Dodge W-300 Chassis)
1963 La France Pumper (1,250-gallon Tank and 750 GPM Pump)
1955 Army Surplus Tanker (1,250-gallon Tank and 300 GPM Pump)

<u>District</u>	<u>Rating</u>	<u>Personnel</u>	<u>District Description</u>
Central Pigeon Volunteer Fire Department	9A (4 mi.)	32(V)	South of Canton along N.C. 210 and 215 to U.S. 276

<u>Equipment</u>
1956 International Pumper (600-gallon Tank and 500 GPM Pump)
1963 Ford Tanker (500-gallon tank and portable pump)
1973 Ford Pumper (600-gallon tank and 750 GPM Pump)

* Full Time - ** Volunteer

<u>District</u>	<u>Rating</u>	<u>Personnel</u>	<u>District Description</u>
-----------------	---------------	------------------	-----------------------------

Clyde Volunteer Fire Department	8	23(V)	Town of Clyde and Surrounding Area
---------------------------------	---	-------	------------------------------------

Equipment

1965 LaFrance Pumper (500-gallon Tank and 750 GPM Pump)
 1956 Ford Tanker (1,000-gallon Tank and Portable Pump)
 1976 Chevrolet Pumper (750-gallon Tank (1938 Pirsch Pumper with 350-gallon Tank and 750 GPM Pump)
 1977 Howe Pumper Tanker

<u>District</u>	<u>Rating</u>	<u>Personnel</u>	<u>District Description</u>
-----------------	---------------	------------------	-----------------------------

Junaluska Volunteer Fire Department, Inc.	9AA***	26(V)	General Area North and East of Lake Junaluska Assembly but not including immediate Area of Lake
---	--------	-------	---

Equipment

1961 Ford Pumper (500-Gallon Tank and 500 GPM Pump)
 Early 1950's Tanker (1,300-Gallon Tank and Portable Pump)

<u>District</u>	<u>Rating</u>	<u>Personnel</u>	<u>District Description</u>
-----------------	---------------	------------------	-----------------------------

Waynesville Fire Department	8	22(V) 7 (FT)	Waynesville Water Service Area and Lake Junaluska Assembly
-----------------------------	---	-----------------	--

Equipment

1938 Chevrolet Pumper (Used as Hose Truck, 150-gallon Tank and 500 GPM Pump)(retired)
 1955 GMC Pumper (250-Gallon Tank and 750 GPM Pump)
 1966 Mirade France Pumper (500-Gallon Tank and 1,000 GPM Pump)
 1974 Horne Pumper

***9A Outside of Lake Junaluska Sanitary District.

<u>District</u>	<u>Rating</u>	<u>Personnel</u>	<u>District Description</u>
-----------------	---------------	------------------	-----------------------------

Hazelwood Volunteer Fire Department	7	21(V)*	Town of Hazelwood
-------------------------------------	---	--------	-------------------

Equipment

1951 Ford Pumper (300-Gallon Tank and 750 GPM Pumper)
 1973 Ford Pumper (500-Gallon Tank and 750 GPM Pumper)
 Street Sweeper (Used as Tanker)

<u>District</u>	<u>Rating</u>	<u>Personnel</u>	<u>District Description</u>
-----------------	---------------	------------------	-----------------------------

Maggie Valley Volunteer Fire Department	9A (4 mi.)	24(V)	Jonathan Creek, Dellwood, Maggie Valley along 19 to Jackson County line
---	------------	-------	---

Equipment

1953 Studebaker (Army Surplus with 2,300-Gallon Tank)

<u>District</u>	<u>Rating</u>	<u>Personnel</u>	<u>District Description</u>
-----------------	---------------	------------------	-----------------------------

Saunook Volunteer Fire Department	Not Rated As Of Printing of This Report	26(V)	West of Waynesville Along 19A-23 to Jackson County line
-----------------------------------	--	-------	---

Equipment

65 Ford Tank (1,200-Gallon Tank with 500 GPM Pump)
 48 Chevrolet (500-Gallon Tank)
 Truck on Order (750-Gallon Pumper)

*One paid employee, part time.

<u>District</u>	<u>Rating</u>	<u>Personnel</u>	<u>District Description</u>
Crabtree/Iron- duff	Not Rated As Of Print- ing Of This Report	27(v)	Not Yet Defined for Rating Purposes.

Equipment

1938 Chevrolet Pumper (500 Gallons Per Minute)
 1964 International Tanker (3,200 Gallons)
 1970 Ford Tanker (1,300 Gallons)

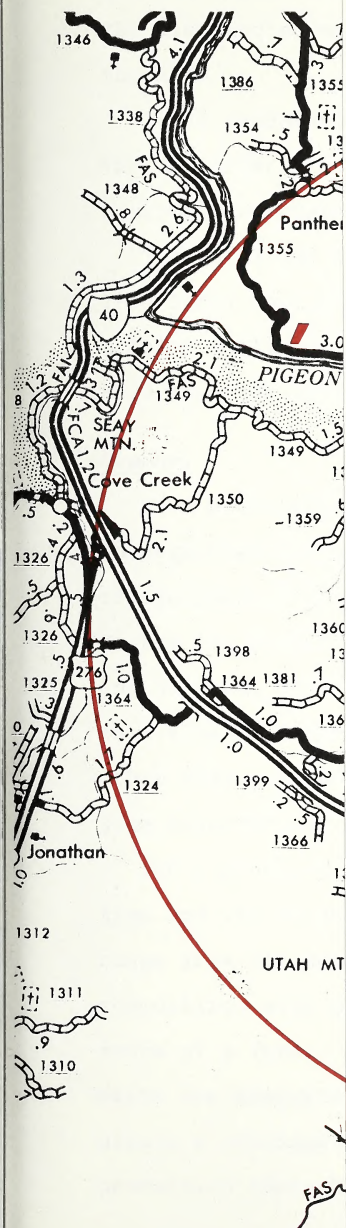
Of the eight organized and rated fire departments in the County, two are true municipal departments with full-time employees (Canton and Waynesville). North Canton, Saunook (not yet rated) and Center Pigeon are tax districts taxed at a rate of an additional \$0.06 to 0.08 per \$100.00 valuation for fire protection services. There is also a West Canton tax district which receives fire protection from the Canton Department through a contractual arrangement. Clyde, Hazelwood, Maggie Valley and Lake Junaluska are all volunteer organizations supported primarily from contributions or self-generated funds. Maggie Valley has considered the creation of a tax supported fire district but the actual creation of a tax supported fire district has not taken place as of the printing of this report.

The Crabtree/Iron Duff Volunteer Fire Department was organized about four years ago but has not been rated. The department is housed in a block structure near the Crabtree/Iron Duff Elementary School (Map 1). There are 27 registered volunteers associated with this department. Major equipment is as follows:

- 1938 Chevrolet Pumper (500 Gallons Per Minute)
- 1964 International Tanker (3,200 Gallons)
- 1970 Ford Tanker (1,300 Gallons)

This organization would like to obtain a 9A rating with a four-mile response area. Proposed district boundaries for this department are shown on Map 1 and Map 1A.

The Crabtree/Iron Duff proposed district contains 269 houses, 43 mobile homes, two commercial establishments and six public or semi-public buildings including one elementary school. The main arterial through this area is N.C. Highway 209. Structures are scattered throughout the area along 209 and numerous paved



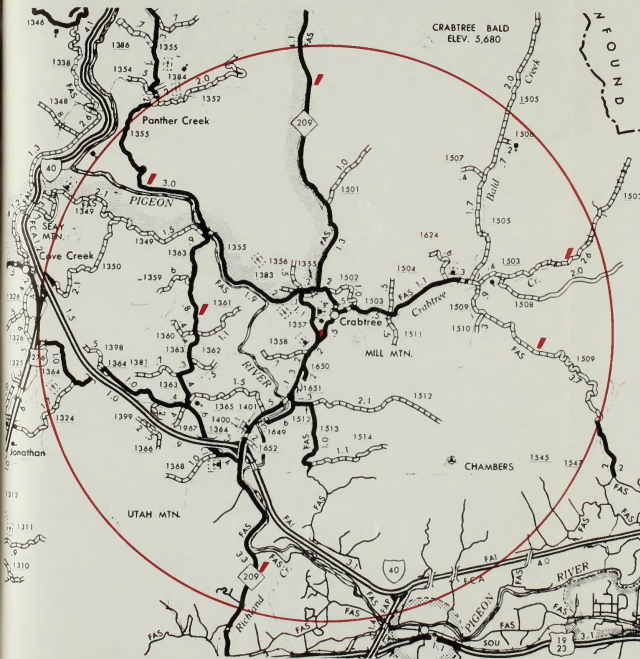
HAYWOOD COUNTY NORTH CAROLINA

MAP 1A

PROPOSED DISTRICT: CRABTREE/
IRON DUFF

LEGEND

- EXISTING FIRE STATION
- FOUR MILE RADIUS
- FOUR MILE ROAD DISTANCE



and unpaved State-maintained roads. Access to some areas is difficult and intra-area travel is made somewhat complex by the district's terrain and the Pigeon River which flows through the area.

It is recommended that a service district be created for the Crabtree/Iron Duff area to finance fire protection and make equipment purchases necessary for obtaining a rating.

The total tax base for the two townships (Crabtree and Iron Duff) this district would probably include is over seven million dollars. This would indicate adequate support from a \$.10 per \$100 valuation tax levy for fire protection.

Summary

Fire protection services in Haywood County vary considerably in organization, methods of financial support and the adequacy of equipment. There are full-time municipal departments, County tax districts and purely volunteer organizations depending on local contributions. There is no overall direction, no full-time Fire Marshal, or organization for the County as a whole other than the communications and dispatching agreements between some departments.

For a population of 43,900 in the County, there are 15 full-time and 240 volunteer firemen. Their areas of responsibility range from the densely settled towns to widely scattered rural communities with maximum potential of travel time to the scene of a fire. Equipment and buildings for housing the departments are adequate and new equipment purchases since 1973 indicate a continuing concern with providing satisfactory fire protection throughout the County. The Hazelwood Fire Department,

for example, recently improved its rating from eight to seven.

District boundaries appear as fixed, rigid lines on a map giving the impression that calls are not answered beyond these lines. This is not necessarily the case. Calls are answered beyond these boundaries and cooperation between departments in providing support, coverage or back-up is reported as being very good. However, on at least two occasions during 1976, the system failed to function for calls outside of department boundaries and fires destroyed a structure. Herein lies the primary rationale for a more effective and comprehensive countywide fire protection system and an increase in the number of fire prevention districts.

CHAPTER VI

A COUNTY FIRE PROTECTION PLAN

There are more than 14,900 residential structures in Haywood County. Approximately 2,500 of these structures are not within any organized fire protection district at present. Others are provided only marginal coverage due to their location on the outer boundaries of the rural volunteer districts; for example, the Jonathan Creek area. The central corridor area of the County, which includes the municipal fire departments, is well protected as are the North Canton, Saunook and Center Pigeon Districts. The Maggie District is too large and suffers from financial problems; indicating a need for reviewing the organizing of the district. The Crabtree/Iron Duff district needs to be formalized and the department rated. New districts need to be formed and other boundaries redrawn to properly provide for the fire protection needs of the County.

Five major unprotected areas are identified in the County. For each major unprotected area, it is recommended that a service district be established for financing fire protection and that fire protection be delivered by an incorporated volunteer department under contract with the County.

Areas Without Fire Protection

Those major areas without fire protection are identified in this report as follows (Map 2):

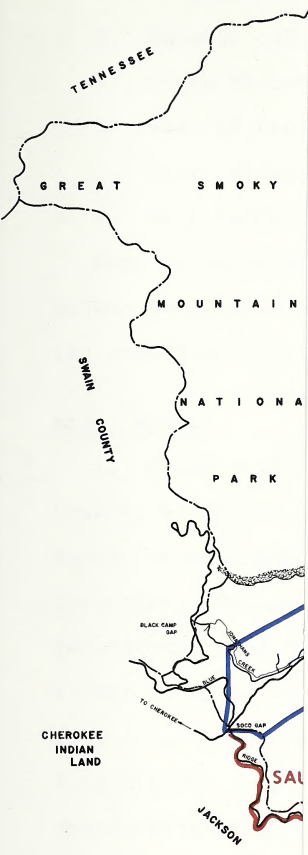
1. Cruso
2. Sunburst
3. Fines Creek
4. Cove Creek
5. Panther Creek/Lake Waterville

CHEROKEE COUNTY
GEORGIA

STATE ROUTE 153



CHEROKEE NATIONAL PARK



HAYWOOD COUNTY NORTH CAROLINA

MAP 2

AREAS WITHOUT FIRE PROTECTION

LEGEND

- EXISTING FIRE DISTRICTS
- PROPOSED FIRE DISTRICTS



SCALE IN MILES



Secondary unprotected areas are found at the following locations (Map 2):

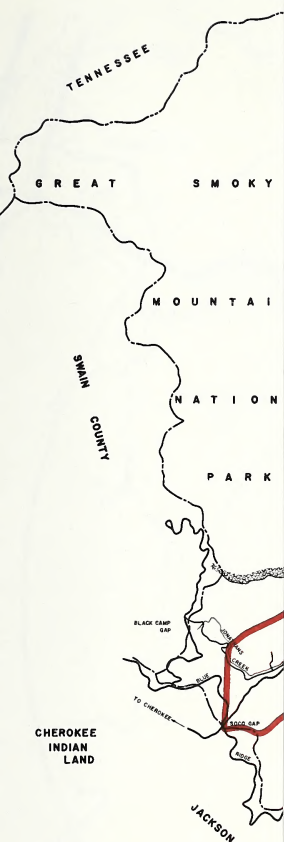
1. Jonathan
2. Saunook off State Road 1157
3. South Waynesville off State Roads 1144, 1145 and 1146.
4. East of Center Pigeon off State Roads 1849, 1854 and other State-maintained roads.
5. West Bethel along U.S. Highway 276.

Each of these areas will be considered in turn with the object in mind of providing fire protection for these unprotected dwellings and buildings (Appendix E).

Major Areas

1. Cruso -- The Cruso area as defined on Map 2 contains 481 houses, 48 mobile homes, 14 commercial establishments and 12 public or semi-public structures (no schools). At present these structures are not protected by any formal fire protection organization. The vast majority of structures in this area are either along or in close proximity to U.S. Highway 276. The remaining structures are for the most part along State-maintained paved or gravel surfaced roads. There are no significant concentrations of structures in areas that would prove difficult to get to with a fire truck and associated vehicles. The major water source in this area would be the East Fork of the Pigeon River.

It is recommended that a service district be created for the Cruso area (Map 3 and Map 3A) to finance fire protection by contract between a volunteer organization and the County. Such a district would be established as described in Chapter II of this



**HAYWOOD COUNTY
NORTH
CAROLINA**

MAP 3

**THE FIRE PROTECTION PLAN:
EXISTING AND PROPOSED
FIRE PROTECTION DISTRICTS**



SCALE IN MILES

HAYWOOD COUNTY NORTH CAROLINA

MAP 3A

PROPOSED DISTRICT: CRUSO

LEGEND

- PROPOSED FIRE STATION
- FOUR MILE RADIUS
- / FOUR MILE ROAD DISTANCE



report. This district would have to eventually achieve a rating of 9A with a four-mile response area. Initial equipment purchases will require County assistance. However, if the East Fork Township may be used to establish a "best estimate" for the taxable value of this district, adequate support for the maintenance and continual operation for a district is indicated. The total taxable value of real property in the East Fork Township is \$6,001,334. A \$.10 tax levy per \$100 valuation would produce right at \$6,000 per year in operating revenue. This amount might be necessary for the first three to four years to meet capital outlays but could be reduced after these initial obligations for housing and equipment have been satisfied.

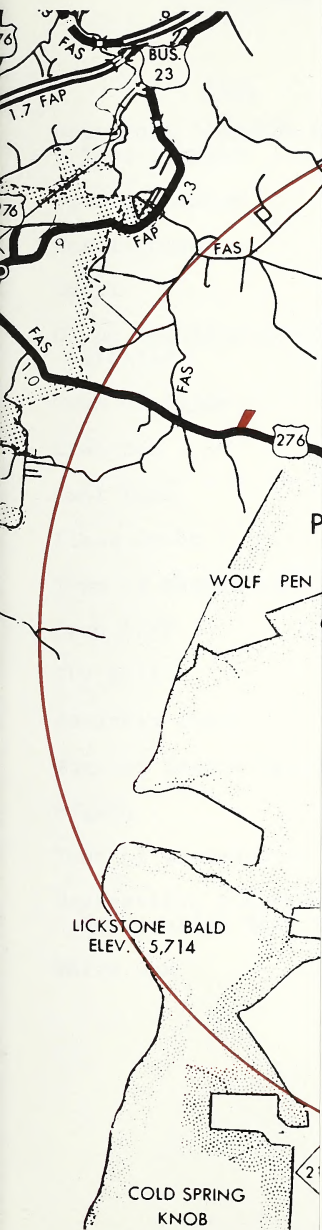
The most suitable location for the station in terms of the four-mile response distance is shown on Map 3. If this location is unobtainable then a shift to the north along Highway 276 is recommended.

2. Sunburst -- The Sunburst area as defined on Map 2 contains 383 houses, 22 mobile homes, 12 commercial establishments and 6 public or semi-public structures. No formal fire protection organization has been formed in this area. Champion Paper does maintain a degree of fire protection for its facilities at Lake Logan. Most structures within this district are located along or in close proximity to N.C. Highway 215 and State Roads 1116 and 1129. The remaining structures are for the most part on unpaved but State-maintained roads. There are no significant concentrations of structures in areas that would be difficult to get to with a fire truck or associated vehicles. The major water sources in this district are Lake Logan and the Little Fork of the Pigeon River.

It is recommended that a service district be created for the Sunburst area to finance fire protection (Map 3 and Map 3B). The fire department subsequently formed should eventually achieve a 9A rating with a four-mile response area. The location of this station presents some problems as the response area is restricted to four miles in terms of road distance. The suggested location is shown on Map 3. The selection of this location was based on the following conclusions:

- a. To include in the district the greatest number of structures; certain isolated structures must be excluded.
- b. The structures along U.S. Highway 276 and State Road 1875 should be included in this district.

The service district so formed could--based on the number of structures--support a department at \$.10 or less per \$100 valuation with County support in meeting initial capital requirements. A



2. Sunburst -- The Sunburst area as defined on Map 2 contains 383 houses, 22 mobile homes, 12 commercial establishments and 6 public or semi-public structures. No formal fire protection organization has been formed in this area. Champion Paper does maintain a degree of fire protection for its facilities at Lake Logan. Most structures within this district are located along or in close proximity to N.C. Highway 215 and State Roads 1116 and 1129. The remaining structures are for the most part on unpaved but State-maintained roads. There are no significant concentrations of structures in areas that would be difficult to get to with a fire truck or associated vehicles. The major water sources in this district are Lake Logan and the Little Fork of the Pigeon River.

It is recommended that a service district be created for the Sunburst area to finance fire protection (Map 3 and Map 3B). The fire department subsequently formed should eventually achieve a 9A rating with a four-mile response area. The location of this station presents some problems as the response area is restricted to four miles in terms of road distance. The suggested location is shown on Map 3. The selection of this location was based on the following conclusions:

- a. To include in the district the greatest number of structures; certain isolated structures must be excluded.
- b. The structures along U.S. Highway 276 and State Road 1875 should be included in this district.

The service district so formed could--based on the number of structures--support a department at \$.10 or less per \$100 valuation with County support in meeting initial capital requirements. A

HAYWOOD COUNTY NORTH CAROLINA

MAP 3B

PROPOSED DISTRICT: SUNBURST

LEGEND

- PROPOSED FIRE STATION
- FOUR MILE RADIUS
- FOUR MILE ROAD DISTANCE

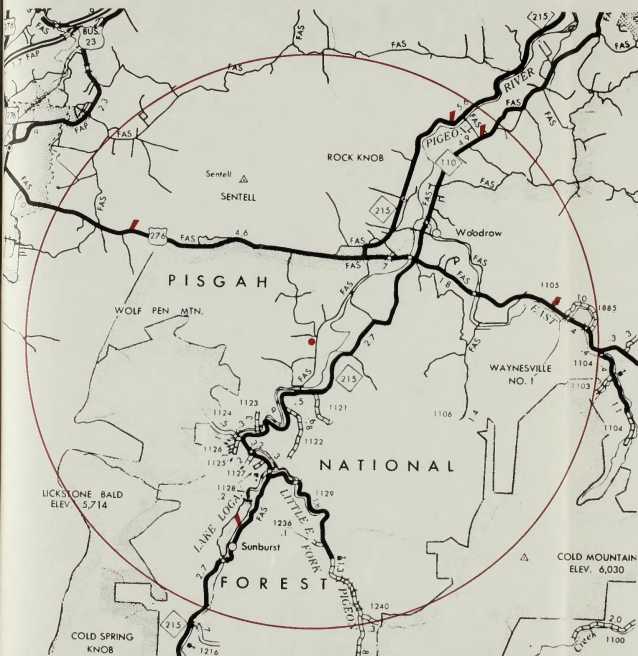


TABLE B

TOTAL TAXABLE VALUE OF REAL PROPERTY
BY TOWN AND TOWNSHIP; HAYWOOD COUNTY
(JUNE, 1976)

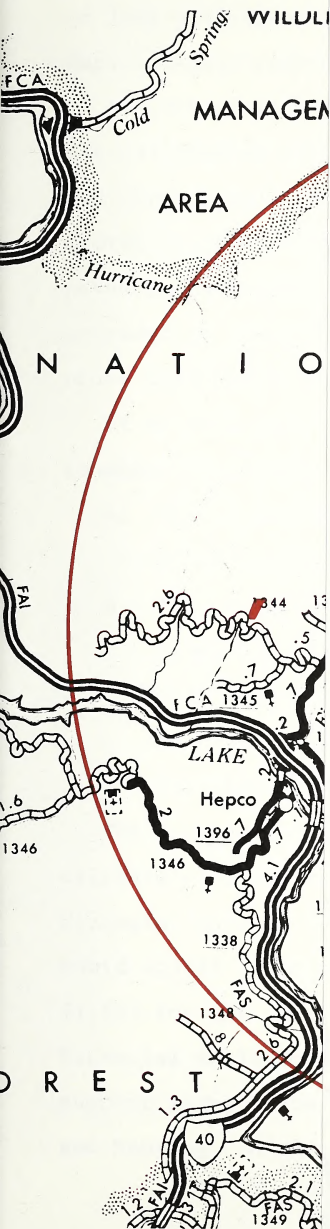
<u>Area</u>	<u>Value</u>
Beaverdam (Outside of Canton Town Limits)	25,016,903
Town of Canton	35,692,634
Cataloochee	232,617
Cecil	2,246,073
Clyde (Outside of Clyde Town Limits)	13,911,914
Town of Clyde	4,547,799
Crabtree	5,298,050
East Fork	6,001,554
Fines Creek	3,584,975
Town of Hazelwood	7,704,692
Iron Duff	2,331,033
Ivy Hill	24,657,857
Jonathan Creek	5,594,410
Town of Maggie Valley	4,525,071
Pigeon	14,304,444
Town of Waynesville	46,685,278
Waynesville (Outside of Waynesville Town Limits)	54,582,744
White Oak	998,347
Total	<u>257,916,183</u>

reduction could be expected after the initial obligations have been met. This district extends into more than one township. Consequently, exact revenues from the tax base are not readily available.

3. Fines Creek -- The Fines Creek area as defined on Map 2 contains 175 houses, 40 mobile homes, two commercial establishments, one elementary school and four churches. No fire protection organization has been formed in this area. Most structures in the area are located along N.C. Highway 209 (which connects into Interstate 40), N.C. State Road 1338, N.C. State Road 1334 and other paved and unpaved State-maintained roads. Terrain in this area is more mountainous than in the two areas discussed previously; consequently access to a significant number of homes in this area is difficult. Fines Creek is the major source of water in this area.

It is recommended that a service district be created for the Fines Creek area to finance fire protection (Map 3 and Map 3C). The fire department subsequently formed should strive toward achieving a 9A rating with a four-mile response area. Here again the location of the station presents some problems. The recommended location appears to be the best possible choice considering the scattering of structures along the north to south axis of this district.

The Fines Creek Township has a total taxable value for real property of \$3,584,975 (Table B). Using this as an estimate for expected revenues for fire protection in this district, a sufficient amount to support a department is indicated. At \$.10 per \$100 valuation, approximately \$3,584 would be returned



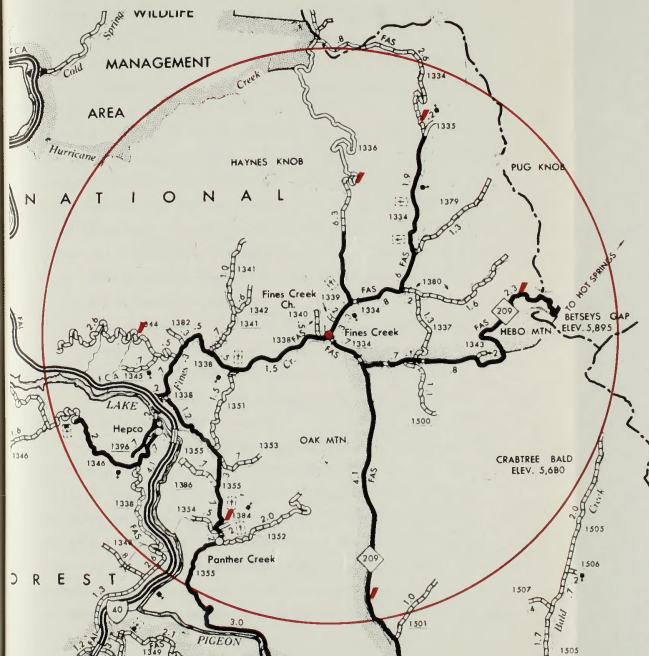
HAYWOOD COUNTY NORTH CAROLINA

MAP 3C

PROPOSED DISTRICT: FINES CREEK

LEGEND

-  PROPOSED FIRE STATION
-  FOUR MILE RADIUS
-  FOUR MILE ROAD DISTANCE



annually to this district for fire protection; \$.15 per \$100 would raise approximately \$5,377. The latter amount is more in line with Cruso and might be necessary during the initial capitalization period of this fire department.

4. Cove Creek -- The Cove Creek area as defined on Map 2 has 137 houses, 44 mobile homes, two commercial establishments and three public or semi-public structures. This area is dissected by Interstate 40 but elsewhere is served primarily by unpaved State-maintained roads. No fire protection is presently provided in this area. Year-round access to some areas would prove difficult because of terrain and road surface conditions.

It is recommended that one of the following two organizational schemes be followed in financing fire protection for this area:

- a. That a service district be created as defined on Map 3 for the Cove Creek area.
- b. That a service district be set up to include the Cove Creek and Jonathan Creek areas (as defined on Map 3) with fire stations established as indicated on Map 3 (see pages 77-83); thus establishing two fire stations for this service district.

The decision as to which alternative might be followed rests ultimately on the shoulder of those who live in the two areas. Financial support for Cove Creek as a separate service district would appear to be marginal; estimated at between \$1,000 and \$1,500 for a \$.10 per \$100 valuation tax levy. Direct County financial assistance coupled with local funding or direct County support might be necessary to meet initial expenses for equipment and housing. A single district at the above rate of levy should

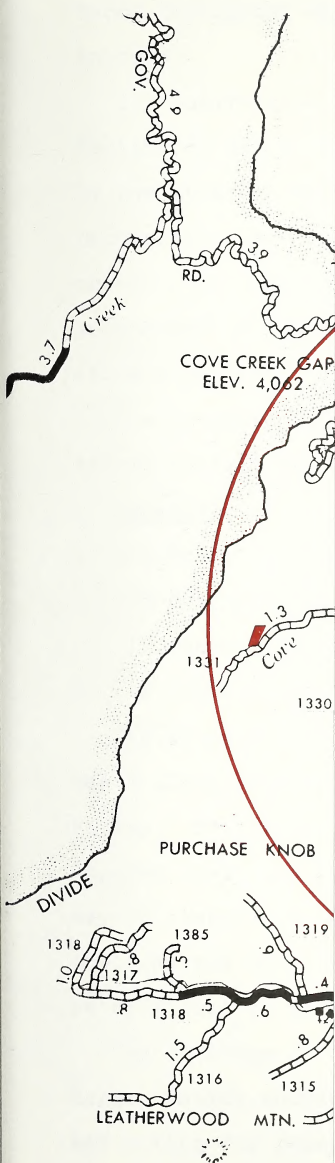
produce \$5,000 or more in annual revenue based on the tax base for Jonathan Creek and White Oak Townships which might be prorated for the two service areas based on population and the number of structures requiring fire protection in the respective districts.

In either case, a 9A rated district with a three-mile response area should be created for the Cove Creek area (Map 3D).

5. Panther Creek/Lake Waterville -- The Panther Creek and Lake Waterville areas as defined on Map 2 have the following number of structures:

<u>Panther Creek</u>	<u>Lake Waterville</u>
27 houses	33 houses
8 mobile homes	2 mobile homes
2 churches	2 churches

No formal fire protection organization served these areas prior to the writing of this report and their inclusion in proposed service districts presents some problems. For the surrounding proposed districts to provide maximum potential coverage for their respective areas and stay within the boundaries of the four mile or three mile (road distance) response area, the inclusion of these two areas in a surrounding district or districts is not feasible. A separate district or districts for these two areas is not feasible because of the limited financial capabilities they possess. The only solution would appear to be for the County to directly participate in providing fire protection. Such protection could take the form of a volunteer organization provided with essential fire fighting equipment (for minor fires and containment) and closely tied to surrounding districts by a communications system. A rating of less than ten would be maintained since the expense for meeting 9A requirements appears prohibi-



produce \$5,000 or more in annual revenue based on the tax base for Jonathan Creek and White Oak Townships which might be prorated for the two service areas based on population and the number of structures requiring fire protection in the respective districts.

In either case, a 9A rated district with a three-mile response area should be created for the Cove Creek area (Map 3D).

5. Panther Creek/Lake Waterville -- The Panther Creek and Lake Waterville areas as defined on Map 2 have the following number of structures:

<u>Panther Creek</u>	<u>Lake Waterville</u>
27 houses	33 houses
8 mobile homes	2 mobile homes
2 churches	2 churches

No formal fire protection organization served these areas prior to the writing of this report and their inclusion in proposed service districts presents some problems. For the surrounding proposed districts to provide maximum potential coverage for their respective areas and stay within the boundaries of the four mile or three mile (road distance) response area, the inclusion of these two areas in a surrounding district or districts is not feasible. A separate district or districts for these two areas is not feasible because of the limited financial capabilities they possess. The only solution would appear to be for the County to directly participate in providing fire protection. Such protection could take the form of a volunteer organization provided with essential fire fighting equipment (for minor fires and containment) and closely tied to surrounding districts by a communications system. A rating of less than ten would be maintained since the expense for meeting 9A requirements appears prohibi

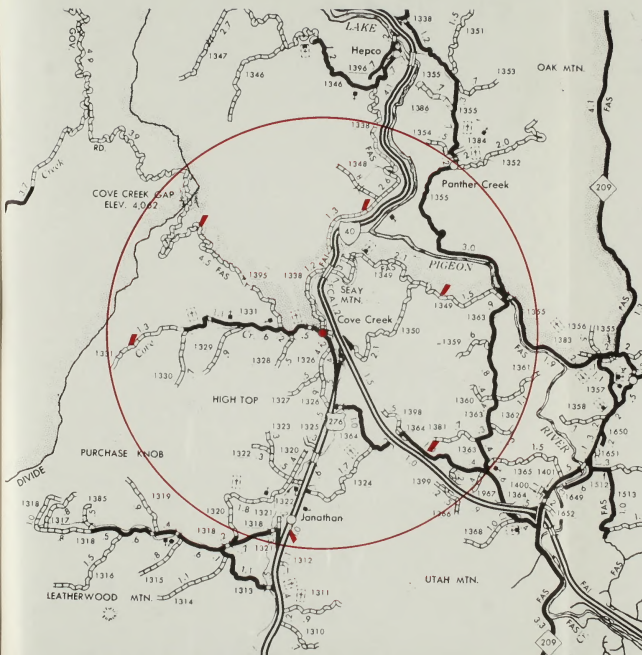
HAYWOOD COUNTY NORTH CAROLINA

MAP 3D

PROPOSED DISTRICT: COVE CREEK

LEGEND

- PROPOSED FIRE STATION
- FOUR MILE RADIUS
- / FOUR MILE ROAD DISTANCE



Secondary Areas

Secondary unprotected areas, as defined on Map 2 are scattered throughout the County. These areas shall now be discussed in turn.

1. Jonathan -- The Jonathan or Jonathan Creek area, as defined on Map 2, may be provided finances for fire protection by the creation of a service district in conjunction with the recommended Cove Creek service district (see page 73). The creation of a Jonathan district would require redrawing the boundaries of the Maggie Valley fire district (Map 3) and creating a service district for Maggie Valley (Maps 3E and 3F).*

The proposed Jonathan and redrawn Maggie Valley service districts contain the following number of structures:

Jonathan

370 houses

55 mobile homes

17 commercial

6 schools or churches

Maggie Valley

542 houses

92 mobile homes

30 commercial

10 schools or churches

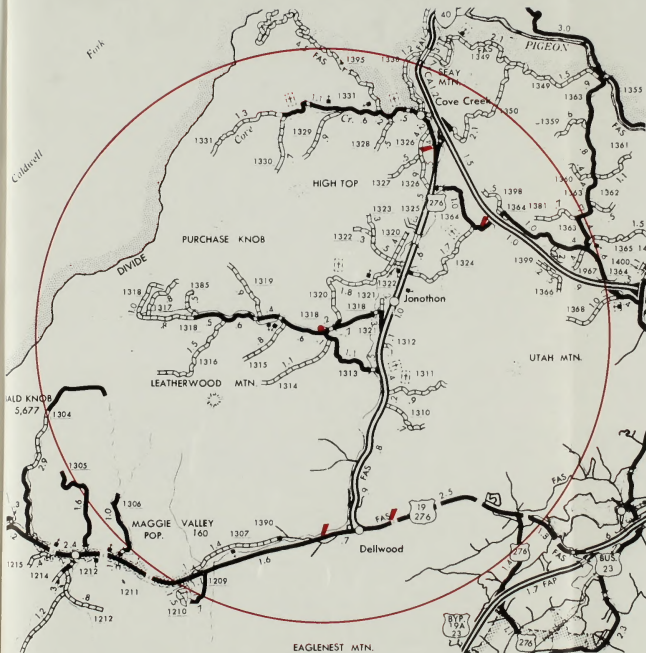
The proposed location for the Jonathan station is shown on Map 3 along with the location of the existing station in Maggie Valley. Both areas are served by State-maintained paved and unpaved roads and by U.S. Highway 276 (Jonathan) and U.S. Highway 19 (Maggie Valley). Access to most structures presents no problems but some houses at the terminus of unpaved roads could be difficult to get to in bad weather.

The Jonathan district should strive toward a 9A rating while Maggie Valley should maintain its 9A rating and strive toward a 9AA rating for those areas with access to the central water system.

*Actually two service districts; one for within the Town limits and one for that part of the district outside the Town limits.

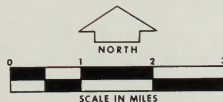


MAP 3E



LEGEND

- PROPOSED FIRE STATION
- FOUR MILE RADIUS
- FOUR MILE ROAD DISTANCE



CATALOOCHEE BALSAM



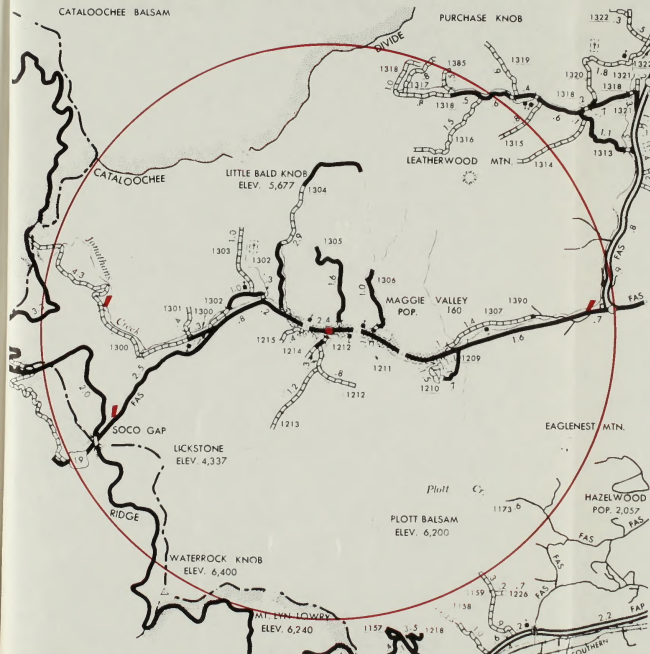
HAYWOOD COUNTY NORTH CAROLINA

MAP 3F

PROPOSED DISTRICT: MAGGIE

LEGEND

- EXISTING FIRE STATION
- FOUR MILE RADIUS
- / FOUR MILE ROAD DISTANCE



The Ivy Hill Township has total taxable value of real property in excess of 24 million dollars (Table B); obviously more than enough to generate necessary revenues if this figure may be used to provide an estimated revenue for the Maggie Valley Service district. A \$.5 per \$100 valuation tax levy for the Township would produce over \$12,000 per year. The Maggie Valley service district should produce a revenue in reasonable proximity to the \$12,000 figure. The Jonathan district (if not formed in conjunction with the Cove Creek proposed district) could produce at \$.10 per \$100 valuation approximately \$5,000 in annual revenue (Table B).

2. Saunook off State Road 1157 -- There are in excess of 30 residential structures located northwest of the end of State Road 1157 which are outside of the Saunook Volunteer Fire Department's service district as presently drawn (Maps 1 and 2). These homes are within the three mile (road distance) response area from the Saunook station but access is made somewhat difficult by steep narrow roads.

It is recommended that the Saunook district boundaries be redrawn to include these homes in the existing fire protection area which have been created as a tax district.

3. South Waynesville off State Roads 1142, 1144, 1145 and 1156 -- There are approximately 48 homes on these State Roads (mostly unpaved) that are not a part of any fire protection district. They are in close proximity to the Waynesville Fire Department's coverage area which offers coverage to areas or structures served by the Waynesville Water Department. These unprotected homes should enter into a contractual arrangement with

the Town of Waynesville to provide fire protection.* A somewhat more drastic step would be to undertake the expense of the extension of the water service system -- and accompanying fire protection -- into these areas.

4. East of Center Pigeon off State Roads 1849, 1854 and Other State-Maintained Roads (Dutch Cove) -- There are 139 homes, 12 mobile homes, three businesses and two public or semi-public structures (Map 2). Providing fire protection in this area is relatively complicated. The Center Pigeon district (a tax district) is rated at 9A with a four-mile response area. Expansion of this district is not recommended. This area may not have a sufficient tax base to support a department with a reasonable tax levy; based on the number of dwellings and their structural conditions. The area is not accessible to Buncombe County and is accessible only from N.C. Highway 110 south of Canton. But the area appears too far removed from Canton to logically assume that protection could be offered via a contractual arrangement with the Canton Fire Department.

The following suggestions are offered to provide fire protection for the area:

- a. Consult with every home or business owner in the area to ascertain their willingness to pay for fire protection and their eagerness to be protected.
- b. If interest is expressed for fire protection and the residents are willing to participate, a volunteer organization in the form of a non-profit corporation should be formed to be supported by area contributions and county donations.

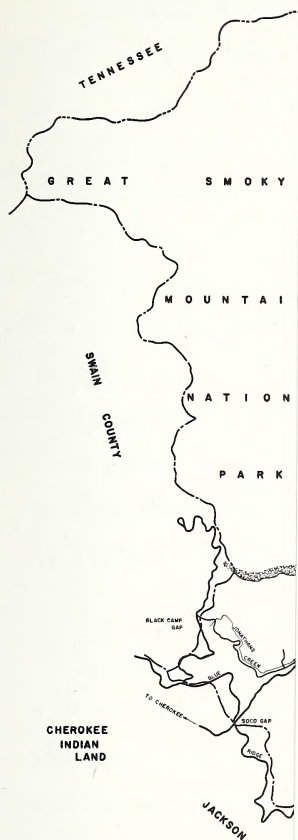
*The same may be applied in providing coverage for the some 190 homes off S.R. 1138, 1139, 1815, 1816, 1201 and 1204.

- c. The intent should be to provide minimum fire protection. A rating might be sought after these initial steps are taken. Fire protection should be provided even if a rating is not achieved due to financial restraints.
 - d. If a more detailed analysis of the property values in the area indicates a sufficient return to support a rated fire department, then a service district for fire protection should be formed for this area. This assumes that a sufficient return could be generated without going beyond a \$.10 to \$.15 tax levy.
5. West Bethel along U.S. Highway 276 - This area would be part of the proposed Sunburst Fire district.

Summary

The preceding paragraphs describe a method for providing at least minimum fire protection for the vast majority of homes and other structures in Haywood County (Map 3). There remain, however, more than 70 structures in the County that will not be part of an organized fire district even under the greatly expanded coverage offered by the plan. These areas are identified on Map 4 and are not part of a district or have not been considered in this report due to the following general reasons:

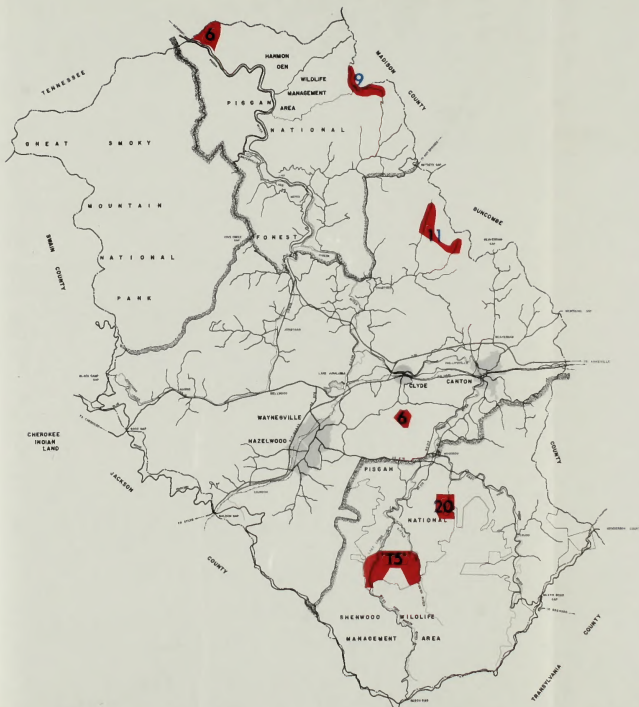
1. Inclusion of these areas would decrease the overall coverage of a given district to a degree deemed sufficient to warrant their exclusion.
2. Their location is generally isolated and they lack concentrations sufficient to warrant substations or individual departments.



HAYWOOD COUNTY NORTH CAROLINA

MAP 4

SELECTED AREAS
OUTSIDE OF EXISTING
OR PROPOSED DISTRICTS



SCALE IN MILES

3. District boundaries were drawn according to a three or four mile road district response area from a central fire station location. The location of the station was selected on the basis of providing coverage in an area for the largest number of houses and other structures possible. This necessitates the exclusion of some isolated structures.

The plan contained in this report increases fire protection coverage from about 82 percent of all residential structures in the County to more than 99 percent of all such structures. It is the conclusion of this study that it is physically and economically impossible to provide coverage -- in the form of inclusion in a formally organized fire protection district -- to the more than 14,900 residential structures in the County due primarily to isolated location and insufficient concentrations.

Tax Levies

The North Canton Volunteer Department operates annually on \$.06 per \$100 valuation; the Center Pigeon Department on \$.08. The West Canton tax district pays \$.08 extra for fire protection and the additional levy for the Saunook district has yet to be established. The exact amount of tax levy necessary for the proposed service districts is not fixed in this report, but based on township evaluations and the above operating budgets, the levy should be around \$.10 per \$100 valuation not to exceed \$.15. The County's tax rate is now at \$.80 per \$100 valuation with revaluation due in 1980. Consequently, it is estimated that to finance the proposed service districts would require a tax rate (overall) of between \$.90 and \$.95 per \$100 valuation for resi-

dents of the proposed districts. More detailed examination of each district might show a need for a tax levy of less than \$.10 per \$100 valuation. The Maggie Valley district, for example, would probably require less than \$.10 per \$100 to achieve adequate financing.

In 1976, three tax districts (for fire protection) in Haywood County raised \$26,574.35 to finance volunteer fire departments. Center Pigeon, levying an additional \$.8 per \$100 valuation on both personal and real property, realized \$13,808.86 for its volunteer fire department. The West Canton District, also with an \$.8 levy but on real property only, brought in \$3,306.60. The North Canton tax district produced \$9,458.89 using a levy of \$.6 per \$100 valuation on both personal and real property. The above figures strongly suggest that the districts proposed in this report would be able to produce adequate revenues so as to be self-supporting.

CHAPTER VII

IMPLEMENTING THE PLAN

Obviously, any plan is of little value if something is not done to insure its implementation. The primary object of this plan has been to provide a guide toward increasing fire protection coverage in Haywood County. However, it is relatively easy to collect data, draw maps and present in written form the need and logic for creating new fire districts and locating their boundaries and station houses. It is an extremely difficult task in seeing a plan through to reality; in this case the reality of protection from fire for most homes and businesses in the outlying areas of Haywood County.

The first step toward achieving the reality of countywide fire protection is to provide a central County organization concerned only with fire protection and headed by a full-time fire marshal. Initially the fire marshal's duties would be to assist in the foundation of new and revised fire protection districts and to coordinate the activities of existing fire protection service organizations. The services of the County fire marshal should be readily available to localities in formulating and documenting the necessary information to allow the County Commissioners to set up the recommended service districts. He should work closely with the various recommended advisory groups in generating support for new departments and work closely with the Haywood County Planner in obtaining grants for buildings and in seeking funds for major equipment purchases.

Much of the responsibility for the success of this plan rests with the County Commissioners. They first must see the need for a County fire marshal and then support his efforts in establishing and equipping districts. The proper organization and mechanisms must be set up in the County to administer funds generated in the service districts and ensure their proper distribution. The Commissions, in conjunction with the fire marshal, should act to facilitate the establishment of the necessary service districts, assuming, of course, local (rural areas) commitment to and support of these districts and local realization of their need.

Keep in mind that the legislation creating a service district does not define such a district as a separate unit of government but as a defined territory in which extra taxes are levied and extra services provided. Ultimate decision-making responsibility for service districts rest with the County Commissioners. For Haywood County, it would be advisable to appoint a committee from each service district composed of residents or property owners of the district to advise the Commissioners on matters pertaining to the district and to look after the day-to-day affairs of the local fire departments.

Nothing should be implied to say that implementation of this plan will be simple, of short duration, or lacking in expense to individuals and the County. The need is obvious and methods to satisfy this need are available to residents of the County and the County Commissioners.

APPENDICES

APPENDIX A

RESOLUTION ESTABLISHING A SERVICE DISTRICT TO
PROVIDE FIRE PROTECTION AND THE ANNUAL LEVY OF
PROPERTY TAXES FOR SUPPORT AND MAINTENANCE OF
SAID DISTRICT WITHIN _____ COUNTY

WHEREAS, as authorized by General Statutes of North Carolina, Chapter 153A, Article 16, the Board of Commissioners of _____ County does hereby define and establish a service district in order to finance, provide and maintain for the district fire protection services, facilities and functions in addition to, and to a greater extent than those financed, provided and maintained for the entire County; and

WHEREAS, in determining whether to establish the proposed service district, the Board of Commissioners, among other things, considered:

- a) The appraised value of property subject to taxation in the proposed district.
- b) The present tax rates of the County.
- c) The ability of the proposed district to sustain the additional taxes necessary to provide the services planned for the district.
- d) And other matters believed by the Commissioners to have a bearing on whether the district should be established; and

WHEREAS, the Board of Commissioners, after due notice and as provided, held a public hearing and in all respects complied with the required provisions of law before adopting this resolution; and

WHEREAS, the Board of Commissioners upon the information and evidence received, finds that:

- a. There is a demonstrable need for providing in the said district fire protection.
- b. It is impossible or impracticable to provide those services on a county wide basis.
- c. It is economically feasible to provide the proposed services in the district without unreasonable or burdensome annual tax levies; and
- d. There is a demonstrable demand for the proposed services by persons residing in the district.
- e. That all requirements for establishment of a service district in the county have been complied with.

THE BOARD OF COMMISSIONERS RESOLVE THEREFORE:

1. That a service district for fire protection is hereby defined and established as described in the attached Exhibit "A: and as shown on the attached map. Exhibit "B," and made a part hereof.

2. _____ County shall levy property taxes within the Service District in addition to those throughout the county, in order to finance, provide or maintain for the district, services provided therein, in addition to or to a greater extent than those financed, provided or maintained for the entire county.
3. That a Board of Directors, composed of 5 members, resident property owners of the said district, is hereby established for the purpose of negotiating with the _____ each year to provide fire protection for the district, and to consider and recommend each year to the County Commissioners a reasonable tax rate not to exceed 15¢ per \$100.00 valuation, to be levied upon property in the district to finance fire protection, and serve in such other respects as may be appropriate in matters pertaining to fire protection in the district.

The members of the Board of Directors of the district shall be appointed by the Board of Commissioners of _____ County, and shall serve from their initial appointment and qualifications as follows: One (1) member appointed for a term of one (1) year, two (2) members appointed for a term of three (3) years; two (2) members appointed for a term of five (5) years. At completion of the initial term of office for each member, all additional appointment to vacancies on the Board shall be for two (2) year terms. The County Fire Marshall will serve as Ex Officio member of the committee and provide assistance to them.

4. EFFECTIVE DATE. This resolution shall take effect at the beginning of the fiscal year of 1975.

The foregoing Resolution was offered by Commissioner _____, who made a motion that it be adopted, this motion was seconded by Commissioner _____, and upon being put to a vote, was duly adopted, and was so ordered by the Chairman.

APPENDIX C
HAYWOOD COUNTY
TOWNSHIP POPULATION COMPARISON

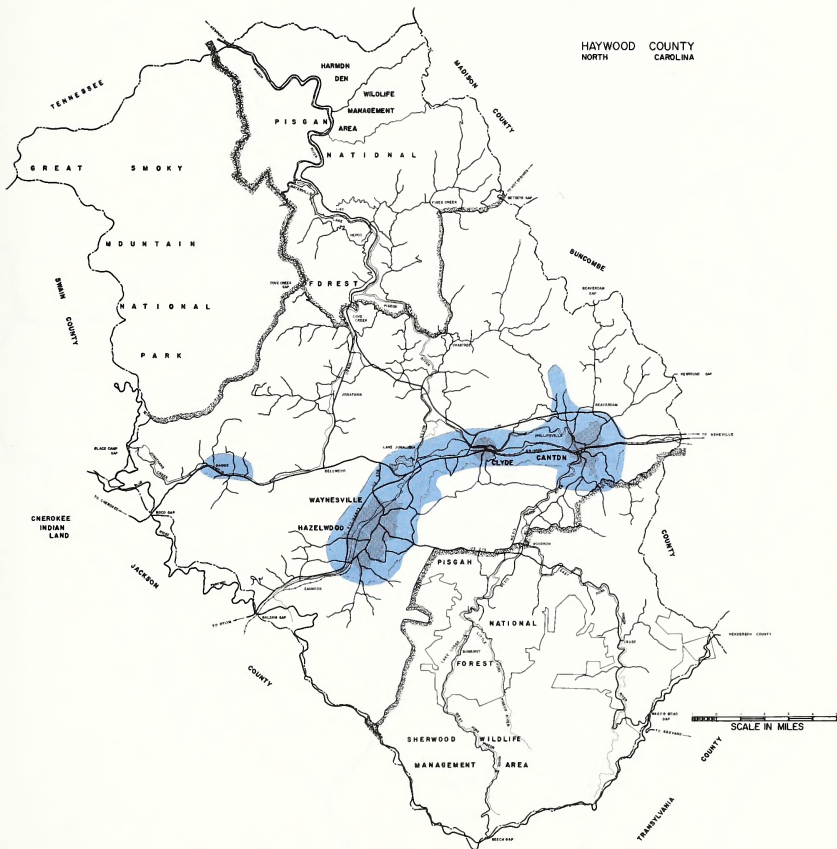
1950-60-70

Township	1950	1960	Change 50-60 + or -	1970	Change 60-70 + or -
1. Beaverdam	11,609	11,969	- 360	11,468	- 501
Canton (Town)	(4,906)	(5,068)	(+ 162)	(5,158)	(+ 90)
Phillippsville (u)	(1,271)	(1,311)	(+ 40)	(1,239)	(- 72)
2. Cataloochee	223	116	- 107	107	- 9
3. Cecil	641	426	- 215	418	- 8
4. Clyde	2,173	2,620	+ 447	3,086	+ 466
Clyde (Town)	(598)	(680)	(+ 82)	(900)	(+ 220)
5. Crabtree	1,017	851	- 166	794	- 57
6. East Fork	1,306	1,295	- 11	1,362	+ 67
7. Fines Creek	1,197	905	- 292	692	- 213
8. Iron Duff	597	495	- 102	645	- 150
9. Ivy Hill	1,598	1,470	- 128	1,779	+ 309
10. Jonathan's Crk.	1,126	928	- 198	803	- 125
11. Pigeon	2,792	3,150	+ 358	3,460	+ 310
12. Waynesville	12,990	15,220	+2,230	16,955	+1,735
Hazelwood (Town)	(1,769)	(1,925)	(+ 156)	(2,057)	(+ 132)
Waynesville (Town)	(5,295)	(6,159)	(+ 864)	(6,488)	(+ 329)
13. White Oak	362	266	- 96	141	- 125
TOTAL HAYWOOD COUNTY	37,631	39,711	+2,080	41,710	1,999

Note: 83.8% (34,969) of the Haywood County population (41,710) live in four townships: Waynesville, Clyde, Beaverdam and Pigeon.

Source: North Carolina Population - A Statistical Summary, Feb., 1971.

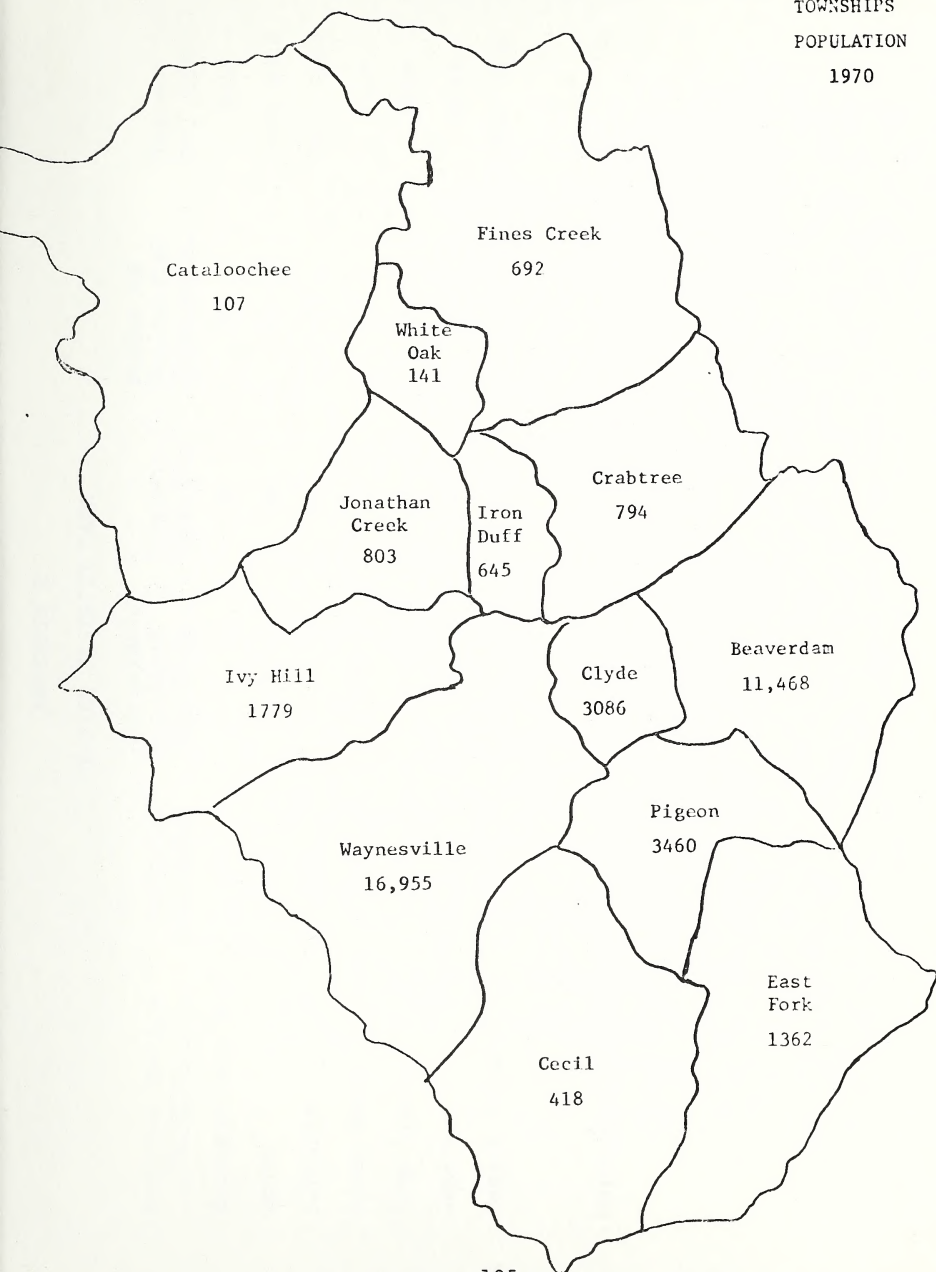
APPENDIX C **APPROXIMATE AREA SERVED BY WATER SYSTEMS**



TOWNSHIPS

POPULATION

1970



APPENDIX E

SERVICE DISTRICT DATA

<u>Proposed Service District</u>	<u>Estimated Population</u>	<u>Approximate Appraised Tax Value</u>	<u>Present Tax Rate</u>	<u>Number of Residential Structures</u>	<u>Prospect for Self Support</u>
Crabtree/Iron Duff	882	7	.80	294	Good
Cruso	1,587	6	.80	529	Very Good
Sunburst	1,215	-	.80	405	Very Good
Fines Creek	588	3.5	.80	196	Fair
Cove Creek	480	1.5	.80	160	Fair
Jonathan	1,275	4	.80	425	Good
Maggie Valley	1,902	24	1.05*	542	Very Good

*Within Maggie Valley Corporate Limits, Elsewhere at .80 per \$100 valuation.

ENVIRONMENTAL STATEMENT

Pursuant to the requirements of and guidelines established by the National Environmental Policy Act, the Council on Environmental Quality, the U. S. Department of Housing and Urban Development and the North Carolina Environmental Policy Act, the following is a summary of environmental considerations regarding the recommendations and conclusions in this document.

Environmental Impact

The conclusions and recommendations, if implemented, should have some localized, short-term negative effects, but overall should have a long-term beneficial effect on the environment.

Adverse Environmental Effects

Some localized, short-term effects resulting primarily from construction of facilities.

Alternatives

The alternative to this plan for developing fire protection services is an ever increasing danger of damage to structures and the environment due to uncontrolled fires.

Relationship of Short-Term to Long-Term Effects on the Environment

The conclusions and recommendations in this document, which identify both short-term and long-term needs are intended to present immediate courses of action whose environmental consequences will be in harmony with the longer-range recommendations.

Mitigation Measures to Minimize Impact

Specific measures cannot be determined until this document is endorsed and implementation begins.

Irreversible Commitments of Resources

Specific irreversible commitments cannot be determined until this document is endorsed and implementation begins.

Federal, State and Local Environmental Controls

All existing federal, state and local environmental controls are applicable.

